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MIDMONTHLY

JUNE 15, 1923

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Vol. L. No. 6 **The Survey: Midmonthly Number** June 15, 1923

JOHN FITCH, long the industrial editor of The Survey, is now teaching in the New York School of Social Work. His vigorous comment on the twelve-hour day in steel (p. 320) grows out of nearly fifteen years' keen interest in that problem, dating back to the Pittsburgh Survey and his book on The Steel Workers.

WILLIAM H. MATTHEWS does not fit comfortably into any brief word of introduction. His service as director of the department of family welfare in the New York Association for Improving the Condition of the Poor has been characterized by a fertility of initiative which has flowered especially in constructive contributions toward the special problems of alcoholism, unemployment, and fresh air (p. 321). Incidentally, Mr. Matthews served in 1912 as secretary to the stockholders' committee of the Steel Corporation to which Mr. Fitch refers.

OF THE REPORTERS who interpret the polyphloesboean assemblage at Washington, all are members of our editorial staff with the exception of Karl de Schweinitz, the secretary of the Philadelphia Society for Organizing Charity, and himself a speaker at the evening general session on the Home. We record the fact because he was too modest to review himself, as was also Dr. Hart in writing on the School.

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NEW JERSEY CONFERENCE OF OVERSEERS OF POOR: Atlantic City, June 15-17. President, Harry L. Barck, Hoboken.

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OREGON STATE CONFERENCE OF SOCIAL WORKERS: Portland, June 23-25. President, James E. Brockway, 131 East 19 St., Portland.

NEW YORK STATE CONFERENCE OF HEALTH OFFICERS AND PUBLIC HEALTH NURSES: Annual Meeting. Grand Union Hotel, Saratoga Springs, June 26-28. Secretary, Hermann M. Biggs, M.D., State Department of Health, Albany.

NATIONAL EDUCATION ASSOCIATION AND WORLD CONFERENCE ON CHILD WELFARE: Oakland and San Francisco, June 28-July 6. Secretary, J. W. Crabtree, 1201 Sixteenth St., Washington.

PRO GALLIA CONFERENCE OR THE CONVENTION OF SOCIAL WORKERS IN THE PUBLIC HEALTH FIELD: La Haye-Malherbe, France, July 1-14. Secretary, Mme. Rene Montmort, Lyceum Club, Rue Tonthievre, Paris.

WRITES an anonymous correspondent—a K. K. K.?—from Louisiana: "It is really pathetic to the average man, to see how ignorant our newspaper and magazine editors are concerning the plain conditions of everyday life. Witness this statement in The Survey of June 1, 1923:

"'The astonishing increase in church membership in the United States, recently made public by the Federal Council, does not permit Klan activities as an explanation. For one thing, the largest increase is that of the Roman Catholic Church.'

"Wake up, 'Rip Van.' More Catholics have been received into the Catholic Church in Louisiana since the Klan was made known, than in its previous history, in the same period of time. And this is perfectly natural. It is such dense ignorance as this as well as misrepresentation on the part of our editors, which is sending hundreds of thousands of thoughtful Americans into the Klan. If New York only knew what the average American outside of its corporation limits was thinking of its ideals, it would go way back and sit down, at least for a while. If New York continues its present unAmerican propaganda and the rest of the United States continues on its way of Christian ideals—well! A quarter of a century will tell a different story. Wake up, Old Top."

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SOCIAL WORK IN THE LIFE OF YESTERDAY

The sixteenth century artist has been almost as successful as the program committee of the Washington conference, in bringing together representatives of all the specialized fields of philanthropic effort. Material relief predominates; the breadlines might envy the simplicity and precision of the prevailing dietary formula. But one must not overlook the friendly visitors engaged in jail inspection, the hospitable appearance of the municipal lodging house next the church, or the visiting nurse going her rounds. The orphans are apparently in excellent physical condition, and sweet charity herself, tacitly urging those about her to have a heart, would be welcomed by any community chest campaign manager. For a translation of the Latin legend, readers are referred to any ex-president of the National Conference.

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THE SURVEY

MIDMONTHLY

June 15
1923

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The Common Welfare

WHEN the French marched on the Ruhr, the city fathers of Leipzig evidently feared a repetition of Napoleon's occupation of practically the whole of Germany, of which the nearby battlefield is a constant reminder to them. Anyhow they ordered the dismounting and storing of every statue made of iron or bronze for safe keeping. And now the *Sozialistische Monatshefte,* irreverent perhaps but enchanted by the vista of a city emptied of its over-life-size bric-a-brac, comments: "It is to be hoped that when days of security return the artistic consciousness of the public will have advanced sufficiently to make possible a permanent abandonment of these adornments and the use of their material for other purposes. It is to be hoped, further, that the example of Leipzig will find imitation." All those in favor—

AMERICAN college communities have seldom seen the full flowering of that town and gown feud which enlivens the history of Oxford and Cambridge, but evidences that they have accepted the role of responsible citizens and neighbors are still too limited. For this reason the rural health celebration on the annual Township Day of Dutchess County, New York, has special point. The program, arranged with the advice of the American Child Health Association, was in charge of a committee representing the Women's City and Country Clubs of Poughkeepsie and Vassar College. The addresses, by specialists in the field of child health, were given in the Students' Building on the Vassar campus, where children from one of the country schools demonstrated their daily "Trip to Healthland," and admired the exhibits which the college girls had made to illustrate the pedagogical discussions. More than two hundred teachers of the county came to see and learn, and the county board of education has asked the committee to repeat the program in another district, while a normal school upstate is clamoring for a similar demonstration before its teacher-training classes. For some years Vassar students have worked on a joint college and township committee for public health, and members of the faculty have taken an active share of the responsibility and work for Poughkeepsie's community theater and similar enterprises. To throw open the hospitality and resources of the college to the teachers in an effort to promote child health seems an especially happy way to express a community of interest in the well-being of neighbors in that beautiful Dutchess countryside.

AN interesting bit of international cooperation is announced by the International Labor Office. It does not affect a very large number of workers, but is one of the first steps in the practical application of the desire for reciprocal agreements in the treatment of immigrant wage-earners expressed by one of the international labor conferences. Credit for this apparently belongs to the Swedish Unemployment Commission which, through the Swedish Ministry for Foreign Affairs, has secured a reply from the Swiss Federal Council favorable to a plan for according the terms of the respective unemployment insurance laws in the two countries to residents of the other nationality. The Swiss government merely reserves the right to reconsider this arrangement in case the actual terms of the present unemployment insurance laws in either of the countries are modified by subsequent legislation. Incidentally, this question of the treatment of non-naturalized alien wage-earners in a state system of insurance or benefits is one of the difficulties, though not an unsurmountable one, of the adoption of state social insurance schemes in the United States where the proportion of immigrant wage-earners is so much greater than in European countries.

"THIS idea of always being a poor working girl is nonsense. There is no reason why the working girl should be poor." Rose Schneidermann threw out this suggestion during the last moments of the conference called by the National Women's Trade Union League in Washington to discuss the Supreme Court decision on the minimum wage law for women. It is strange that this proposition should have gone through the press of the country with such explosive force; whether a wage below the point of

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decent living is a bad thing for women is hardly the question. The conference was busy with just one thing—finding out how to prevent the working girl's being poor. The minimum wage laws have done it to a certain extent. As Mary Anderson, director of the Women's Bureau, said:

> States without minimum wage laws have lower wages for women than states having minimum wage laws. . . . In every instance so far as investigations have gone, the minimum wage law raised the wages of the women workers to whom it applied . . . which shows that the law is necessary if standards approaching a living wage are to be secured.

"Individually we have no chance at all," said Miss Schneidermann. "'There is no equality of contract between the employer and the individual worker. . . . I want to say to the women of the District of Columbia whose wages have been reduced that they don't have to accept those wage cuts. If they would stand together for a single day they would not need to suffer." And Samuel Gompers stressed the same thing:

> I appeal to you to carry to the women workers the message that their greatest hope must come through organization. They must have organization to protect themselves, they must have organization to secure laws, they must have organization to see that the laws are enforced.

NO matter what President Harding and other spokesmen of the government may say, the widespread feeling that the offenders against the Espionage Act who languish in our federal prisons are political prisoners and not common criminals persists and grows deeper with each passing month. Five governors, eleven college presidents and enough other prominent citizens to command attention in every section of our national life have presented a new petition to the President urging the release of these men. In it they say that "adherents of the most divergent schools of thought and politics have joined together in asking the release of all the remaining free-speech prisoners," an expression, repeated in another part of the document, with which they clearly oppose the view adopted by the President's advisers that these men are guilty of acts of moral turpitude. But the petitioners in this case commit a curious error in stating as one of their motives the "belief that the United States should not stoop to the methods of Old World despotism in suppressing free speech." The fact is that all European governments, whether we regard them as democratic or despotic, have long since set free their war-time prisoners of this class.

NEW movements regularly outrun the process of training personnel. The community chest or council of social agencies is one of the most delicate pieces of social apparatus ever set up; it demands a sure hand at the control. Yet more than one city has blithely entrusted this complex task to a good mixer or a likely chamber of commerce secretary or an aggressive promoter—only to pay the price in hasty organization and ultimate disaster. The American Association for Community Organization has attacked this problem of personnel, not only by facilitating the apprenticeship system of training, but by planning for the coming months a special course in which not more than twenty qualified men will be taken in hand by instructors who themselves know the principles of sound administration. The eight-weeks term will begin on July 9 at Ohio State University; the teaching will be in the hands of Allen T. Burns of the National Information Bureau, Rowland Haynes and Raymond Clapp of Cleveland, Elwood Street of St. Louis and William J. Norton of Detroit. Social finance and the conduct of the joint campaign, the collective planning of community social work, joint budget making and control, the internal administration of a welfare federation, and methods of education and publicity, will be the subjects covered. Detailed information may be had from the National Information Bureau, 1 Madison Ave., New York.

AN excellent beginning in Hubert Work's administration of the Department of the Interior was recorded in The Survey for May 15. The conciliatory attitude which he showed in the matter of the national forests also appears in his first action on that troublesome child of his family of bureaus, the Indian Bureau. In the list of a hundred of the foremost friends and advocates of the American Indian invited by the secretary to form an advisory council to the Department of the Interior, we discover the names of men and women who have been outspoken in criticising some of its actions in the past. "For many years," he says in his letter of invitation, "the government has been charged intermittently with having no policy, or with exploiting the Indian, or with acquiescing in his extinction, or with permitting the dissipation of his wealth." The formation and administration of Indian policy "must be modified as respects details from time to time to meet change in conditions, and we can at least approach the problems involved with an open mind, ready to meet new situations and new duties as they arise." It is to be hoped that the advisory council will prove as competent in constructive helpfulness to the department as some of its members have proved hitherto in exposing defects in its policy and methods.

"APPEAL letters don't get read" is the wailing report from financial secretaries everywhere. One reason is that the mails are too full of competitors. By way of example, we find in our heap of letters this morning a modest envelope with two printed enclosures. One is headed "Plans for Moving Picture Films of the Bible Life of Christ, 'Jesus of Nazareth.'" "The project of filming the bible life of Jesus," the circular continues, "from his romantic and spiritual birth to his Tragic crucifixion on the cross, between two thieves and his superb resurrection from the grave is announced by Maratime Co. of Boston, Mass., U. S. Subscriptions, Donations and Investments are requested for this purpose. . . . The Christ-film is considered to be the greatest and grandest moving picture project of the age, experts believe it will be a sensational 'Money Maker' to investors fortunate enough to 'Get-in-on-the-ground-floor' before 'the gates are closed.' . . . The financial and personal support of all parties interested in these films is requested and both small and large contributions are desired. . . . This is both a religious duty and we believe a wise investment." The second enclosure, also from the Maratime Company, begins thus: "Dog, Cat, Poultry, Rabbit, Pigeon, etc. Association Club Movement: Bids for Shares Desired: Stock in Animals considered as part or full Payments." What chance has the next letter after these?

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Freedom of Contract

THE Supreme Court is once more committed to the defence of the freedom of the individual. Nebraska decreed that the German language should not be taught in any public, private or parochial school below the eighth grade. Robert T. Meyer, teacher in a parochial school, was convicted of violating this law. The supreme court of the state affirmed the conviction. But the Supreme Court of the United States has just declared the law under which the conviction was obtained to be unconstitutional. The decision is based on the Fourteenth Amendment: "No state shall deprive any person of life, liberty or property without due process of law." The majority opinion, by Justice McReynolds, says:

> While this court has not attempted to define with exactness the liberty thus guaranteed. . . . without doubt it denotes not merely freedom from bodily restraints but also the right of the individual to contract, to engage in any one of the common occupations of life, to acquire useful knowledge, to worship God according to the dictates of his own conscience, to marry, establish a home and bring up children and, in general, to enjoy those privileges long recognized by common law as essential to the orderly pursuit and happiness of the free man.

The question at issue was not so much the desirability or undesirability of German as a subject of study in the schools. Incidentally, that question was settled, of course, and a mass of stupid, wartime legislation was wiped off the books. But the right of the teacher to teach (the right of the German teacher to teach German) is an economic right guaranteed to the individual by the Fourteenth Amendment and not to be infringed without due process of law—which in this case would probably mean a further amending of the constitution. Hence, the decision really rests back upon the main political and economic tenet in the faith of the present court, that the right of the freedom of contract is never to be lightly infringed.

The Nebraska defendant is not to be estopped from making his living in the one way open to him, teaching German. Similar efforts of twenty other states to take their means of livelihood away from teachers are included in this decree of unconstitutionality. So, the very same reasoning that insisted that Willie Lyons should be permitted to work at any wage she could freely exact from her employer, comes in to permit Robert T. Meyer to teach German to any one in Nebraska, or elsewhere, who will employ him. As was to have been expected, Justice Holmes dissented. He thought that issues more important than that of the freedom of contract were involved. He thought the state might well be left free to make sure that all children should be taught English in the elementary years, even though some teachers should be left without employment.

In the Yosemite

BEFORE the national conference delegates had left the theaters and churches of Washington California social workers had already gathered in the Yosemite Valley for the state conference, May 22-26. Meetings were held in the open, under the trees by day, around a blazing campfire by night, always with the rush and roar of the Yosemite Falls as an undertone.

The conference paid its respects to the outdoors in Dr. William Frederic Bade's opening address on Man and Nature—an Appreciation of John Muir, and a bronze tablet on a boulder near the falls, where Muir's cabin stood, is to perpetuate its appreciation. To the regular sections on delinquency, education, recreation, family and child welfare, health, and industrial problems, was added another: organization and administration. Community chest organization problems were fully discussed. One session was given to the problems of the normal girl. Special attention was paid to school attendance and vocational training of Indian, Mexican and Negro children. Discussion was spirited, often spilling over from the morning sessions into adjourned meetings in the afternoon.

Besides the 460 registered California delegates, twenty-one came overland by motor from Oregon, and joined in preliminary steps toward the organization of a Pacific Coast Conference. A committee on plan of organization was appointed and Oregon and Washington were invited to assume part of the salary of the permanent secretary of the California Conference, as a step toward setting up a joint administration. It is proposed that separate state conferences and the entire coast group meet in alternate years, the first joint session to be held in 1924 or 1925. Both coast and state meetings are to be held at times when eastern speakers can be present.

Norman Martin of Los Angeles was elected president; Mrs. M. C. Sloss of San Francisco, vice-president.

Working Wives

SHOULD a married woman work? The question is so often asked with entire seriousness, and so often precipitates heated controversy, that its absurdity is forgotten. Married women, of course, have always worked. They have shared in the support of the family through their labor, if not through their wages. If smaller families and commercial agencies which will assume—for a price—many of the functions usually grouped together as housework have made it possible for wives and mothers to become wage-earners, the new question is not, Shall wives work? but, Where shall wives work?

Between 1910 and 1920 the increase of women in industry was 7 per cent. But the increase of married women in industry was 41 per cent. Increasingly wives are working for wages rather than without them. The problem has come officially to the attention of a group of banking executives in New York, who declare that they will employ only single women or widows, because they "get the most efficient service from women whose work is prompted by the urge of necessity," and that "women who have husbands to support them are too independent and hard to manage." It is of course a debatable question whether the wives of bank clerks are any less under the urge of necessity than their husbands. But it is a fact, and a pertinent one, that a married woman who has been trained to hold a job has a certain amount of free choice which affects her attitude toward her office task. Home and the office are always potential competitors. If the job becomes intolerable she can fall back on the home—a poor thing, perhaps, but her own—and take on the duties of dressmaker, cook, laundress, nurse and what-not imposed on the wife by the average budget of the family which depends on one wage-earner. When the nerve-racking detail and the isolation of home life prove too much, she may again permit herself the luxury of specialization, or fixed hours, or luncheons which she herself has not cooked and hats which she herself has not trimmed, and return to a job. Naturally it upsets the employer to watch this kind of a dance from the frying

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pan into the fire and out again, and he prefers the "unsupported" spinster or widow who must fry willy-nilly.

But until we have Robots, it is difficult to see how a stable interest in work can be established unless the worker is able to choose not between evils, but between desirable goods. This will not be the case until homemaking can be carried on under decent professional standards with an adequate income (whether that be earned entirely by the husband, or be supplemented by some sort of state allowance for the task of bringing up children) and until some allowance be made, in the routine of factory and office work which is open to the ordinary woman, for the initiative and responsibility which still exist in such overwhelming degree in the home.

One fear of the bankers is this: "A working wife often deadens ambition in a man. If he knows his wife is earning money just as he earns it, it encourages him to laziness. . . . Her husband becomes a parasite, without stamina or self-respect." Is this a fair picture of the American husband? Have the domestic tyrant and the upstanding hero of weekly fiction alike followed the trail of the dodo? And, in any case, is the parasitic husband more to be dreaded than the parasitic wife, if we must assume that one spouse will become a parasite when the other can earn enough for two? The common sense answer is that he rarely does. The eugenist might offer, as alternative, to marry potential parasites to one another so that they may perish through their own helplessness and cause the breed to become extinct.

Steel and Scripture

ONE day last week brought three disconnected bits of evidence to The Survey office which, if they are not disconcerting, at any rate open up an interesting question: Is there a movement on foot in America to use formal religion for the purpose of maintaining the existing economic status? A visitor from the West gave it as his opinion that large business interests are supporting and encouraging the fundamentalist movement within the churches because it turns its back to, and even denounces at times, movements for social reform. A little later, in a discussion on Mexico, an authority on the history and condition of that country declared that those who speak of a succession of revolutions in Mexico during the nineteenth century are mistaken; that in fact there has been only one long-continued revolution of the people against the oppression of landlordism and the church, a revolution now entering what seems its final stage. The evening paper brought Judge Gary's report embalming the twelve-hour day in the steel industry and his accompanying address, in which he prescribed the Bible as an antidote to economic and political controversy. Now comes the announcement of a new body, called the National Church Attendance Movement, with a budget of $200,000 for expenditure on propaganda in the present year, to interest American business men, and especially industrial employes, in church attendance. A circular letter states that "people who go to church seldom commit crimes against society or engage in Bolshevik activities"; and pictures the church as the "protectorate for American industrial enterprises."

The new body might well take a leaf out of the Steel Corporation's publicity service. The judge's leanings may or may not be with the fundamentalists, but his overtures toward the small town minister are perennial. Go to any county seat, west or east or south, and talk with men of the cloth who may be supposed to mold local public opinion, and they will tell you of the receipt of neat pamphlets from 71 Broadway, which reach them with tidings of the benevolence of the Steel Corporation and all its works. What better foil to a report adverse to a change from the twelve-hour shift than a homily on the worth of holy writ from a great business executive!

To the Colonies

A BRITISH visitor the other day described, with humorous exaggeration, a recent meeting of "best minds", in London to consider means of meeting the unemployment situation. A prominent financier, invited to give expert advice, hummed and hawed for a long time, trying not to commit himself on questions directly put to him, and finally, after making sure that nothing he was going to say would be published, blurted out that in his opinion there was no remedy except reducing the population of the British Isles by some ten million people. He did not, apparently, indicate how this measure of economic sanitation was to be brought about; but there are indications that he is not alone in the view he expressed.

All sorts of schemes for aiding emigration are being discussed. A scheme recently inaugurated by the British Ministry of Labor for aiding the emigration to Australia of boys between fourteen and eighteen years of age bears a curious resemblance to ideas in vogue when Malthusianism was at its height. Under this scheme, applicants who present themselves at a labor exchange are examined and approved by the local Juvenile Employment Committee and then sent to the Australian authorities in London for a final o.k. It is intended for the present to send about five hundred boys a month to be settled mainly in Queensland. One-third of the passage money is to be paid for by the British, one-third by the Australian government, and the remaining third by the boys themselves. They will be apprenticed to employers under the guardianship and general supervision of the State Commissioner of Crown Lands and Immigration, who will collect about two-thirds of their wages for a fund from which payments will be made for clothing and other necessities and to repay the passage money, the remainder to be paid back at the end of the apprenticeship term. Those who qualify as likely to succeed in farming, in addition to their own compulsory savings, will receive loans from the state, up to £1,000, to establish them on farms of their own.

Statistical Specters

IF ghosts are wont to flee the light, a number of specters which are constantly lurking in public places at the beck and call of prejudice should be laid by Census Monograph I, recently off the presses. William S. Rossiter, who interprets the changes in American population between 1910 and 1920, finds, for example, that in 1920 there were about 173,000 Japanese and Chinese in the United States. They had increased by 29,000 since 1910. But in that same decade the number of native whites increased by 7,250,000, or two hundred and fifty-fold. Where is the yellow peril?

Similarly, the Negroes, who composed one-fifth of the population at the time of the first census in 1790, now constitute only a tenth. Banish the rising tide of color!

The net increase in the foreign-born population in the decade was 367,209. Contrasted with the addition of 7,250,000 millions of native-born Americans (almost half of them of native parentage) this should cause little stir in the melting pot.

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Perversely enough, despite alarmist and movie traditions, those true and original Americans, the Indians, and the descendants of Revolutionary stock are increasing in most of the states. In the case of the former, serious decreases in other states offset the gain, and result in a slight loss for the whole country. But the best conclusions to be drawn from the last census show that there are about 48,000,000 persons in the United States who are descendants of the 3,000,000 enumerated in 1790, without admixture of immigrant blood, and that the native white stock of the whole nation is increasing at the very normal rate of 11 or 12 per cent a decade, substantially the same increase as among the similar populations of England and Scotland. Between 1910 and 1920 no less than 55 of the 68 cities of more than 100,000 population in 1920, among them New York, Chicago and Philadelphia, showed an increase in the proportion of native whites of native parentage.

With some of the ghosts out of the way there is an opportunity to look more closely at some of the specific points where population problems are acute. No one would gainsay the painful questions of racial adjustment which must arise in the ancient whaling port of New Bedford or in Fall River, in each of which less than one-fifth of the inhabitants now can claim native parentage. New York has a problem of another sort. By a kind of mockery that city of asphalted canyons has become the city of childhood and youth, outstripping in this respect all the other large cities of the country. Tabulations by the New York 1920 Census Committee show, for example, that in Bronx borough there are 510 boys of less than twenty to each 1,000 males of native parentage, 603 to each 1,000 of foreign parentage, and 575 to each 1,000 of mixed parentage. The statistics for girls are substantially the same. The urban population of the whole country shows only 358 boys and girls under twenty to each 1,000 of population; the rural districts show 459 for the same population.

No mere numbers, however, can picture the problem which rises hydra-headed out of overcrowded and double-session schools, of street accidents, of overflowing tenements and soaring rents, of the constant stream of boys and girls whose efforts to find adventure and variety bring them sooner or later through the juvenile courts. The solution must be as varied as the facets of the problem: there is no single way to provide the spacious opportunities which are essential to the physical and psychical development of those citizens of New York who are most in need of health, education and recreation and least able to wrest these good things for themselves out of the city's huddled life.

California Marches Backward

THE issue in California, where the public utility corporations and the governor have been ranged squarely against the welfare boards and social workers of the state, has been decided. The corporations win.

In The Survey for April 15 was summarized the desperate situation in which the California state agencies for welfare and education were placed by the governor's "economy" budget. The state apparatus for dealing progressively with a number of complex and difficult social problems was ruthlessly sacrificed so that the utility corporations, which pay all the state taxes, might save money. After a stubborn fight, in which a majority in both houses was ranged against the governor, the original budget has finally been adopted except for slight changes made by the governor himself.

The California law—adopted when Richardson was elected—gives the governor power not only to frame the budget for consideration but to veto individual items in the budget as it comes from the legislature, and it requires a two-thirds vote to override the veto. Such a vote could not be mustered, and the budget issue is therefore closed for the two-year period until the legislature meets again.

How bitter the contest was may be judged from the fate of the Sonoma Home for Delinquent Women, established in 1921 under Governor Stephens. Californians considered it the first really constructive agency in the state for dealing with prostitution. Its first two years had been generously financed by an appropriation of $365,500. Governor Richardson's budget estimate allowed the Sonoma Home $42,970—a reduction of nearly 90 per cent. The women's clubs concentrated their efforts on saving the institution, and the legislature raised the allowance to $80,000. Meanwhile the main building burned down, and the governor vetoed the increase and cut down his own estimate to a beggarly $4,000, on the ground that without this building the home could get along with a much smaller operating expense! The press was not slow in suggesting that more fires might help the governor to economize in other directions. Both houses of the legislature then passed a separate appropriation bill giving the home $80,000, which would have permitted it to replace the lost building. This also the governor killed. The $4,000 just pays the salary of the present medical director and nothing else; the Sonoma Home is to all intents and purposes wiped out.

In the course of the budget fight the governor abruptly dismissed Paul Scharrenberg from membership on the Commission of Immigration and Housing—an act which sheds significant light on the forces at work in this debacle of California's most promising hopes. Mr. Scharrenberg, secretary of the state Federation of Labor, had served the commission, like all its members, without pay; his record, according to the Sacramento Bee, had been "an honor to himself and a credit to California." The governor's announced reason for retiring him was that he had been "using his position as a state official to influence legislation," referring specifically to Mr. Scharrenberg's efforts in behalf of a housing bill in which the whole commission was vitally interested. Simon J. Lubin, Sacramento merchant, the president of the commission, promptly issued a ringing statement in which he reminded the governor that he, too, had been lobbying—and at the governor's express and repeated request—for the same bill. "In the name of consistency, and fair play," he concluded, "let me call upon you either to restore Scharrenberg to the commission, or to remove me." The governor has ignored the challenge; his bias is apparent.

Not content with crippling most of the state's welfare agencies, the governor secured from the legislature a new law (the Bromley Act) giving him power to dismiss, summarily and without charges, the incumbent of any state office not specifically created by the state constitution. It is freely predicted that this power—if the voters of California permit—will be used against Will C. Wood, state superintendent of schools and a leader in the fight against the governor's budget. He is *persona non grata* with the Better America Federation and the corporations—the top dogs in California today. California voters have two weapons in reserve, however—the referendum and the recall. Efforts to employ at least one of these weapons, and possibly both, may be anticipated before the question of final control in California is settled.

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A Confession of Helplessness

The Twelve-Hour Day and the Iron and Steel Institute

By John A. Fitch

CAN it be that Judge Gary and his associates in the American Iron and Steel Institute have no desire to be taken seriously by the public? Have they no appeal but one of helplessness in the face of a problem that has been faced resolutely and effectively everywhere in the civilized world except in the United States? These are questions that arise inevitably as one reads the report of the special committee of the American Iron and Steel Institute on the Proposed Total Elimination of the Twelve-Hour Day, which was presented by Judge Gary, chairman of the committee, at the annual meeting of the institute on May 25. More than ordinary care in preparation and supporting data in abundance might reasonably be expected in a report that comes as a direct result of general public condemnation of the twelve-hour policy of the steel companies and from a committee that owes its origin to a direct request of the President of the United States. But what does the report reveal? No supporting data of any sort, no evidence of any real investigation of the facts, but three pages of typewriting expressing the inability of the steel companies to do anything about the twelve-hour day; a report having all the earmarks of the process commonly characterized as "dictated but not read."

Drawn by Rollin Kirby for the New York World

"The men prefer the longer hours"—Judge Gary

The report contains four major contentions. These are in essence as follows:

The twelve-hour day is not injurious to the workers.
The men prefer to work twelve hours.
Introduction of the eight-hour day would increase the cost of production 15 per cent.
The present shortage in labor makes such a change impossible.

It would be easy enough to refute these statements. They need hardly more than be stated to carry their own refutation. The first is contrary to what is suggested by the common sense of mankind. If that is not enough it is refuted by the records of the United States Steel Corporation itself. In 1912 a report was made to the stockholders of the corporation by a committee that did make an investigation, a report that was adopted and made a part of the corporation policy. "We are of the opinion," said this committee, of which Stuyvesant Fish was chairman, "that a twelve-hour day of labor, followed continuously by any group of men for any considerable number of years, means a decreasing of the efficiency and a lessening of the vigor and virility of such men. . . . When it is remembered that the twelve hours a day to the man in the mills means approximately thirteen hours away from his home and family—not for one day, but for all working-days—it leaves but scant time for self-improvement, for companionship with his family, for recreation and leisure."

The contention that men prefer to work twelve hours may be weighed in the light of the fact that in 1919 more than 300,000 steel workers went on strike, and remained out for several months, demanding as one of their two principal objectives the abandonment of the twelve-hour day. The committee seems to have forgotten that. It seems also to have forgotten that the tendency of industry in general is toward the eight-hour day and that this tendency is due to the insistent demand of the workers themselves. Are we to suppose that steel workers alone have no desire for recreation and social pleasures and that they find satisfaction in a working schedule that takes so large a toll of their waking hours that little or no time is left for these natural and necessary activities?

It is useless to discuss the claim that it will increase the cost of steel manufacture 15 per cent to abolish the twelve-hour day, until we know what manner of abolishing it the committee has in mind. On that, the report does not convey the slightest inkling. It is sufficient to note that the experience of the twenty or more independent steel companies—some of them of considerable size—that are successfully operating on the three-shift system seems to indicate that a much smaller additional cost—if any—is to be anticipated.

There remains the claim—and this is the only contention that can possibly be taken seriously—that it will require 60,000 more men in the industry to make the three-shift system possible, and that these are not to be found. This statement incidentally is the first explicit admission ever made by the industry as a whole concerning the extent of the twelve-hour day. It is an admission that at least 120,000 men work on that schedule. But the claim that not enough men can now be secured to work twelve hours is a curious one to come from the same committee that asserts that men prefer that working schedule.

If, however, one is not ready to accept the steel men's theory that the workers prefer a twelve-hour day, it may be possible to accept their other statement that there is now a shortage of men willing to work on that schedule. One may agree also with a correspondent of a New York paper who

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suggests that a labor shortage in steel is "a higher tribute to the intelligence of labor than it is to the intelligence of the iron and steel industry." But does any one outside the industry suppose that the refusal of men to come into the industry on a twelve-hour basis is any proof that they would not come in if the eight-hour day were introduced?

What is the real significance of this report? It appears to be nothing but a confession of helplessness. We can't get rid of the twelve-hour day even though impoverished Europe has got rid of it. It will cost too much, and we haven't enough men in the United States to make it possible, is the cry of the steel men; not the weaklings of the industry either, but of the men who are the very head and front of the greatest steel enterprises in the world. Judge Gary needs to take another look at that motto hanging in his office: "It can be done."

Such an interpretation is untenable. This is no cry of helpless and baffled men. Its significance lies in quite another direction. This report—this superficial trifling with a great social question—clearly means that the major part of the steel industry has determined to do nothing in this matter, of its own accord. This becomes the more apparent in the light of previous statements now apparently repudiated. When the Fish committee recommended to the United States Steel Corporation in 1912 the abandonment of the twelve-hour day, the matter was referred to the Finance Committee of which Judge Gary was chairman. This committee reported in 1913 that the corporation could not change its policy in this regard until its competitors did so. Now in 1923 comes the first unquestioned opportunity to get around that obstacle. Here was an opportunity for united action. The only reason assigned for continuing the twelve-hour day in 1913 was no longer in existence, for the industry, brought together on this question by the President himself, could if it wished have gone forward as a unit, with the question of competition eliminated. But the industry did not do that. With the argument of competition gone, it chose another.

Two years ago Judge Gary issued a statement declaring that he hoped to get rid of the twelve-hour day in 1921. "We have already eliminated the twelve-hour day in certain departments," he said, "and shall continue our efforts in this direction, with the hope and expectation of making the elimination of the twelve-hour day complete during the next year." (New York Times, May 4, 1921.)

But this hope was not fulfilled. The twelve-hour day was not eliminated in 1921 when labor was plentiful. Now it is claimed it cannot be eliminated because labor is scarce. If it should again become plentiful, the report concludes, "the members of this committee would favor entirely abolishing the twelve-hour day provided the purchasing public would be satisfied with selling prices that justified it, and provided further that the employes would consent and that industry generally, including the farmers, would approve." Here are conditions enough, but through the maze of them it is clearly evident that the steel industry as a whole intends to stand pat on the twelve-hour day. When labor is scarce it can't be done. When labor is plentiful, industry generally "including the farmers" will have to be consulted. And since a plentiful labor supply means that business in general is poor, it is probable that the answer will be "we can't afford the eight-hour day now. Wait until prosperity returns." Then labor is scarce, and we begin over again.

Of course, there will be difficulties about introducing the eight-hour day in the steel industry. It is too large a proposition to be done in a moment, and no sane person expects it to be. But a beginning can be made at any time. A sincere desire to make progress would involve the drawing up of a plan for effecting the change, taking months, perhaps years, for its final adoption. The writer suggested this to a high official of one of our largest steel companies a year or two ago. He objected on the ground that those who had to wait, seeing fellow employes getting the eight-hour day, would become dissatisfied and make trouble—an interesting enough commentary on the claim that the workers prefer the longer hours!

There never was so favorable an opportunity for the steel industry to rid itself of a great evil as the one which they have just permitted to escape. That the opportunity has escaped can hardly be doubted, even though the committee states that it is not making "what it would designate a final report." This is a statement of more than doubtful value since all of their previous adverse decisions on this question have also been tentative. As before, final action is reserved for the future. What the report makes clear therefore is that the burden of bringing the steel industry in line with standards of world-wide acceptation and up to the level of European nations rests solely upon the public and upon labor. The public can perform its duty only through the medium of law, labor only through another strike. If the public does not desire the latter alternative, its logical course would seem to be a movement in every state in behalf of legislation requiring three shifts for the continuous industries.

Free Air

By William H. Matthews

"SAY, can I go to camp this summer sure?" The eager question was fired at me by a twelve-year-old boy who happened out of a tenement hallway as I was waiting on the curb for a chance to get through traffic on Eighth Avenue. I recognized him as one of our last summer's campers. On the opposite side of New York, three days before, as I was passing a public school on Second Avenue at dismissal hour, a little girl came running to me from the group. "Please, sir, when is Grey Mouse Farm going to open?" was her breathless query, and "Can I go again?" Similar questions are in the minds of thousands of youngsters like these who spent a glorious two weeks or more last year at camps, on farms or by the seashore.

The New York Children's Welfare Federation recently invited all social workers interested in summer outing work for children to meet for conference in the Assembly Hall of the Academy of Medicine. There was hardly a vacant seat. In the course of the discussion of "Fresh Air Outings as a Factor in Child Care" considerable difference of opinion was brought out as to the value of the work as it is at present carried on. From the medical point of view, particularly, the questions were raised: What is the worth of country outing work? What is its real objective? Is it

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being done in the wisest way? Is there too much of the *sentimental* in it and too little of the *scientific?* Would it not be better to take fewer children for a longer time, making the selection only after a thorough medical examination to determine those most in need of the vacation from the physical viewpoint? Should not the length of the stay be indeterminate, according to the ascertained needs of the child? Have we any data to show whether this or that kind of camp produces the best results?

Lay workers addressing the meeting later were not hesitant in answering these questions. Some of them told the doctors rather bluntly that their trouble was in not knowing just what was meant by summer outings, that in placing so much emphasis on the purely physical and medical aspects they were ignoring the recreational, what one might call the "pure joy" element of these cooped-up tenement children's adventures in the country. As Mr. Conly of the Tribune Fresh Air Fund expressed it, speaking for the youngster whose vision of the United States has been limited to a crowded tenement street and a rear court, "he learns for the first time that it is 'a grand and glorious country' after all."

Naturally there were others quick to ask the doctors just how and where they might hope to have the thousands of prospective "fresh air kids" given this thorough medical examination when there were not sufficient clinic facilities in some parts of the city to give proper care to the actually sick; whether, in this day of preventive health work, it was not worth while to think of summer outing work from that angle; whether perhaps the comparatively good health of New York children had not in part been made possible by these outings in successive summers? It was evident, too, that there were those who did not think that sending a youngster to the country for a couple of weeks necessitated fitting him too tightly into a case record jacket.

Underneath these surface differences, however, ran a general agreement that the summer camps offer excellent opportunity for educational health work with children. And there is no doubt that every one would admit the wisdom of keeping some children in the country for more than two weeks, particularly those with predisposition to tuberculosis, those suffering badly from malnutrition, cardiacs, etc. Nor would there be a difference of opinion as to the wisdom of having such children under constant medical observation, with all that involves as to supervision of play, diet, rest periods and so on. That this is not generally done will, I think, be admitted. The best answer to the problem would be to establish camps especially for such children; it is an obvious lack in the country outing program at present, and I do not see how any health center working intensively with a large number of children, or any organization looking after children in tuberculous families, can leave it out. The question of whether such organizations should conduct their own camps or should cooperate with the agencies already doing the work, is one that they must decide for themselves.

But to limit to two hundred boys or girls for all summer a camp that is now giving five groups of two hundred boys or girls each two weeks of stirring, happy life in the country—well, I find myself thinking rather sadly of the eight hundred who would be left behind! And this not because I am a sentimentalist. I believe most social workers' organizations, and some others, assure their workers two or more weeks' vacation in the summer. They look on it as a preventive measure, health insurance. The worker's physical condition at the time does not enter into the question.

The same argument may be advanced for a good part of the country outing work now carried on by fresh air organizations. I have had occasion during the last twenty years to see thousands of tenement children and their mothers go "trooping off," as Jacob Riis said, to the country or the seashore. Many of them, particularly the mothers, looked sadly in need of rest and recuperation; no very minute medical examination was necessary to determine that, though such an examination would probably have shown them suffering from ailments that called for more than just two weeks' rest and fresh air. The boys and girls have been of all kinds; skinny, thin, medium, and a rare few fat. I have watched them at the camps, resting, romping, rollicking. I have seen many weight charts, showing in the large majority of cases a gain of two to five pounds. But I have seen much more than that: a new light in the eyes, a hardening and glistening of muscles, a new ring in the voice, a new spring in the walk—things harder to tabulate on statistical cards.

I have heard mother after mother say in the drear winter months, in homes where good-sized families were huddled in two or three small rooms, "Tom is always talking about what he did up at camp," or "Alice keeps going over the good times she had in the country last summer." I have seen groups of these boys and girls get together at Christmas time for a sort of reunion, watched the laughter come back into their eyes and heard their cheers as some one recalled the incidents of the summer. Knowing that the weeks spent in the country can be made to mean so much more to them than mere physical improvement, that minds and hearts may be stored with joyous, wholesome memories, possessions that can never be taken away, I can but plead for the eight hundred along with the two hundred.

WHEN A FELLER NEEDS A FRIEND

A cartoon by Briggs published in the New York Tribune to stimulate contributions to the Tribune Fresh Air Fund, which during the last forty-five years has given country vacations to nearly four hundred thousand tenement children

Whether or not these weeks in the country minister to that trinity of body, mind and spirit will depend in large part on the kind of people in charge of the camps — an all-important subject hardly touched upon during the recent discussion. It is not enough merely to turn children loose in the country, to see that they get three meals a day, that they do not drown in their eagerness to swim, that they get to bed at a certain hour.

Leadership in these camps is hard work—joyous work to one who has aptitude for it, but hard. It calls for the best: men and women who love and understand boys and girls, who know how to enter into their lives, to be their friends; men and women of self-control and mature judgment, tireless in patience, fair, generous, faithful—and endowed with the proper proportion of humor and joyous spirit.

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The Semi-Centennial of the Social Workers

By Paul U. Kellogg

FOUR thousand one hundred and eighty-seven delegates celebrated the fiftieth anniversary of the National Conference of Social Work last month at Washington. They met at the national capital. They met under the presidency of Homer Folks who has given the best of himself, not for half a century to be sure, but for a full third, to the preventive social movements of our time. They listened to speakers interpreting the relation of their work to permanent institutions in our domestic life—to the home, the school, the press, the court, the shop, the health center (hospital, clinic, laboratory, what you will—for the institutions themselves are changing). They elected as president for the succeeding year Grace Abbott, chief of the federal Children's Bureau—itself an achievement of social workers; symbol, also, of the recent breaking and entering into public affairs by women who have brought with them their age-old kit of human concerns. They did this, as Miss Abbott said in accepting the post and as W. J. Norton of Detroit had said in withdrawing in her favor, to register the stake of the conference in the government. In these and other ways, the semi-centennial rounded out our conception of social work as a force in the life of the country. Naturally enough there was a distinctly national temper to the celebration. There was more besides.

For the conference met just five years after the turning point in the last great campaigns of the world war. The opening session was addressed by the Secretary of State who spoke, as he termed it, for the "department of peace," acclaiming a "disarmament of thought" at the Washington Arms Conference and maintaining that the hope of the world lies in those "quiet humane efforts by which peoples come to understand and trust each other."

The meetings were presided over by the chief of the Civil Affairs Division of the Red Cross Commission to France which in 1918 brought American help to the most hard pressed people in Europe six months in advance of the army. The delegates applauded the world's organizer-in-chief in salvaging wreckage of war, revolution and famine. Mr. Hoover reviewed such work of relief and reconstruction as had never before been known, work much of it carried on regardless of national boundaries and racial animosities, work made possible by the unstinted resources of America and our genius for organized help.

The conference invited spokesmen for social work in England, France, Belgium and Germany. The delegates welcomed representatives from a score of other countries. They listened at one of the by-meetings to pleas for American participation in the World Court, America's entrance into the League of Nations, to reports on the work of American citizens in the practical activities of the League with respect to the combat of epidemic disease, the control of the drug traffic, the protection of women and children and the promotion of labor standards. They elected to the presidency for 1924 a federal official who represented the United States in one of these League conferences. They acted affirmatively on the suggestion of an international conference of social work. They chose Toronto as the meeting place of the National Conference next year. So doing, they may be said to have recognized, perhaps unconsciously, the silent but most prescient institution in the social fabric of the western hemisphere, mayhap of the globe—namely, the unguarded boundary that without fort or fleet stretches for 3,000 miles from the Atlantic to the Pacific, between Canada and the United States—through which men's energies have been released in this new world of ours from the huge military establishments and armed frontiers, the dreads and alliances of the older continents.

In the words of our corrupting vernacular, therefore, the conference was the "spittin' image" of what René Sand, secretary of the League of Red Cross Societies, said when he upheld international co-operation not as an alternative to national development, but as a sequence to it.

BUT such a twelve-league canvas is at once too broad and too narrow to put in perspective such a very human gathering as this semi-centennial of the social workers. The oncoming Shriners' convention with its sixty thousand fezzes overlapping sixty thousand low-brows, which was to swamp Washington the next fortnight, was a healthy corrective. As toads and puddles go, our social worker meetings are small fry, regardless of jewels in high foreheads. Moreover, the temptation is always to simplify the report of a national gathering—overdoing it and underdoing it as a consequence. One year The Survey asked some twenty people to interpret the various sections and kindred groups of the National Conference of Social Work. As I recall it seventeen out of the twenty began, each of them, with the sentence that the keynote of the session under review was thus and so. An inveterate habit, among social workers, this patter of stricken keynotes. The thuses and the so's were entirely inconsistent and tallied up what the writers brought to the meetings quite as much as what the speakers said. The one thing clear was that this was a meeting too varied, too spontaneous, too organic to be slid onto any key-ring of formula. Here was no single clarion call from bursting cheeks. An optimistic xylophone or an anvil chorus as you chose. The explanation is fairly easy to find. This is an expanding conference of workers rather than of protagonists or theorists—of *'ers* rather than *'ists*. The secret will out if you but run over in your mind the various professional propaganda, scientific and vocational integers in the body politic, and single out the doctors, lawyers, farmers, builders, engineers from the physicists, socialists, classicists, economists; the inveterately active from the erstwhile theoretic types.

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In 1873 there was an informal meeting in Milwaukee of the state boards of charities of Wisconsin, Illinois and Michigan. They met again the following year in New York as a section of the American Social Science Association. It is from this section meeting that the National Conference of Charities and Correction and its successor, the National Conference of Social Work, have reckoned time. Delegates were in attendance in 1874 from Massachusetts, Connecticut, New York and Wisconsin. They were drawn from a compact group—the state boards of public charities.

The speakers listed on the Washington program were these:

A bishop; the secretary of a state charities aid association; the secretary of state; two dispensary workers; two directors of hospital social service; two presidents of universities; the secretary of a state board of health; two professors of public health; the director of a tuberculosis institute; the vice-president of a life insurance company; five executive officers of health demonstration centers; two secretaries of philanthropic foundations; three state commissioners of public health; the director of a health laboratory; the general director of an international health board; the director of public health nursing of the American Red Cross; the general director of the national social hygiene association; a district director of the United States Public Health Service; a superintendent of a visiting nursing society; the principal of a Negro industrial institute; a division manager of the American Red Cross; the executive secretary of a national league concerned with the urban condition of Negroes; a member of a commission on inter-racial cooperation; a provincial commissioner of health; a statistician; six general secretaries or former general secretaries of family welfare societies; a professor of industrial hygiene; the director of a psychiatric institute; the chairman of the research information service of a national research council; the medical director of a national committee for mental hygiene; the superintendent of a hospital for mental cases; the director of the health section of the League of Nations; a priest-economist; the chief and the former chief of the federal children's bureau; the general secretary of the national consumers' league; a professor of social legislation; three teachers in schools for social work; the employment manager of a ribbon mill; the personnel director of a department store; an industrial investigator; the senior staff officer of a federal bureau of personnel administration; the director of a labor bureau; the director of the first community survey; a specialist in research; a member of the coal commission appointed by the President of the United States; the director of the women's bureau of the federal department of labor; the secretary of the federation of engineering societies; the secretary of commerce and head of the American Relief Administration; the president of the international union of the machinists; the warden of the world's first social settlement; a state commissioner of probation; two judges of juvenile courts; the director of the federal hygiene laboratories; the dean of a law school; an immigration expert; the secretary of a council of social agencies; six directors or former directors of schools of social work, here and abroad; the draftsman of the United States Senate legislative drafting service; the executive of a legal aid society; the investigator of a voluntary defenders' committee; the director of a psychiatric clinic; a district attorney; a former governor; a professor of a Catholic university; the dean of a Protestant divinity school; the director of social service of a free synagogue; a member of the national council of the Episcopal church; secretaries of denominational social service commissions; the secretary of the commission on church and social service of the federal council of churches; the secretary of that council; five headworkers of settlements; the minister of an institutional church; the general secretary of the national playground and recreation association; a director of town and country religious surveys; a field worker therein; the director of war service of the American Red Cross; the director of rural work of a board of home missions; an abbé; a Y. W. C. A. worker among the foreign-born; the director of a migration service bureau; two agents or former agents of the federal children's bureau; a member of a state industrial board; a representative of the federal board for vocational education; a district agent of a charity organization society; the director of the department of child study of a children's aid society; two representatives of a state charities aid association; the secretary of a tenement house committee, the executive secretary of a better housing league, two editors of woman's magazines; a professor of physical education; the medical adviser of a memorial fund; the director of health education of a national child health association; the commissioner of a state department of public welfare; the principal of a school for crippled children; the principal of an institute for the blind; the superintendent of a bureau for the deaf and hard of hearing; a professor of experimental education; two directors of divisions of special education of a state department of public instruction; a psychologist of a county psychopathic clinic; the director of a bureau of children's guidance, an associate professor in speech hygiene; a chief of a city bureau of compulsory education; the secretary of the national child labor committee; the director of a vocational bureau; a vocational guidance teacher; the chairman and the secretary of the national committee on visiting teachers; the director of a foundation for child welfare; the director of a visiting teacher department of a city school system; the executive secretary of a society of St. Vincent de Paul; an educational expert of the United States public health service; a member of the staff of the national social hygiene association; the medical director of a high school; the national director of the girl scouts; the director of health education of a tuberculosis association; the supervisor of girls' and women's activities of a city school system; the vice-chairman of a committee on schools of a child welfare bureau; the secretary-general of the league of Red Cross societies; a superintendent of schools; the head of a nursery school; a philosopher; a professor of education; a former president of a state conference of social work; three professors of sociology; two newspaper editors; three editors of journals of social work; the director of a national information bureau; two executives of a state race relations commission; the publicity director of the national tuberculosis association; a former educational director of the American Red Cross; the assistant secretary of a life insurance company; a professor of social science; three secretaries of community funds; a supervisor of the national federation of settlements; a public relations counselor; a governor.

This roster is not inclusive. If the delegates themselves were tallied, the differentiations of tasks and titles would run through several pages. Nor does the roster include some of the outstanding contributors to that mounting tide of social activity of which the semi-centennial was a waymark—Johnson and Butler, for example, among the state board executives, Hart and Lee among the conservators of childhood, Devine and Richmond and Bicknell among the creative organizers of charity, Addams and Wald, Simkhovitch and McDowell among neighborhood workers, Lindsey and Mack among the juvenile court judges; such labor leaders as Gompers and Hillman, such lawyers as Brandeis and Walsh, such physicians as Cabot, Mayo and Welsh, such religious leaders as Adler, McConnell, Hanna, Holmes and Wise, such economists as Seager and Commons, such business executives as Dennison and Howard, such city builders as Fisher and Olmsted.

But take the roster as it stands, and run your pencil through the vocations which were extant in 1874. All told there are no more than twenty, many of them reaching back to the middle ages, half of them at least for a century. Next check off those that had come into being by '84, by '94, by '99, and the intrinsic youthfulness of this vocational formation will stand out. The meeting in Washington at once reveals itself as an expression of the expanding services of the last twenty-five years rather than of fifty years.

EXAMINE the list again, and it will be seen that while the majority of the speakers would class themselves as social workers, there were many others who might as appropriately have addressed meetings of other professions and other public bodies, even of the Shriners. Yet they repre-

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Thereafter, the rise of social and industrial research, the exploration by scientific methods of deeper causal factors, the surveys, the setting up of training schools, the institution of foundations, of local federations, of national formations in behalf first of special causes such as child-labor legislation and then of group needs such as child health; the challenge through it all to old social institutions—to law, to medicine, to business; the unleashing of new forces in these fields contemporaneous with the more conscious social movements themselves; the emergence under it all of self-asserting leadership in labor and suffrage, in city and countryside, state and nation. All this until no reach of human experience, no fastness of ancient evil or new abuse, no range of public affairs or economic change, of scientific advance or social aspiration is beyond the purview of those whose everyday preoccupation is with human needs and hopes; until we have come to recognize that the social problem neither lies below the poverty line, nor has class boundaries, but concerns all of us, and calls for work by all for the common welfare. Yet by no means a dilution to the point of incompetence; but rather a sticking to that first last, that first prime business with human beings, that service to the wants and aspirations of men and women and children, that social diagnosis, treatment, practice, reform, conservation, construction which is not misnamed social work.

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urable accomplishments measurably accomplished should be more optimistic than those whose eyes are fixed on tidal forces in the world at large which threaten to lay waste wholesale what is accomplished with infinite pains. As a typhoid patient the past year and a dweller in a convalescent slum, the writer would temper at least two passages in Mr. Folks' brave showing. A store window in Washington, not half a dozen squares from the conference headquarters, exhibited a number of infants like so many monkeys as part of the money-raising program of the local Crittenton Home. This was sufficient commentary on the undone vast in the realm of child welfare. Within the year the Supreme Court had declared unconstitutional the federal child-labor law—and set back this movement which has engrossed social workers for two decades. Within the month, it had declared unconstitutional the District minimum wage law and jeopardized the protection of women wage-earners in a dozen states. Within a week following the conference, the great steel companies, acting through the Iron and Steel Institute, have repudiated the findings of social workers, engineers and the churches and taken a final resistant stand against ameliorating hoary abuse.

Steps to prevent premature labor, underpayment of women in industry, the twelve-hour day in the continuous processes, with all the human wither that these involve, are still on the calendar of social workers and citizens as they were at the Cleveland meeting eleven years ago when a program of industrial minimums was laid down. The slate should have been wiped clean of them long since. We must go back and wipe it. But they are all, after all, negative reforms, setting the floor level below which we cannot tolerate sapping evils—above which we have only begun to build. Once these evils are eliminated, social work has tasks ahead which in the next fifty years, the next ten, the next year confront it. Prevention but paves the way to construction, and construction to life in the structure thus created. But at least a people with preventable diseases eliminated, preventable industrial abuses eradicated, liberated from old ignorances, may be expected to take a larger and more dynamic part in combating any tidal forces that threaten them, in building for the good life and in living it.

Prevention Succeeds

The Presidential Address at the National Conference of Social Work

By Homer Folks

AT the opening of our fiftieth anniversary session, we glance backward a moment, to get the trend of our present movement. Our history has been continuous and consistent, but each of its five decades has had a particular emphasis.

In the records of the first ten years, statistics figure largely —a natural inheritance from the parent organization, the Social Science Association. It was a census enumeration; a line survey, not a Pittsburgh survey; the method addition, not analysis. The second decade emphasized humane care—the correction of abuses and neglect. The third decade made the transition from care to cure. Its spirit was expressed in hospitals and nursing. In the fourth decade, the thought of prevention became prominent, but rather as a profession of faith than as a working program. In the last decade the preventive program is a fruitful reality.

This transition from prevention as an article of faith, to prevention as an operating program, is our special subject.

Only a few choice spirits took the early talk about prevention very seriously. The dependable public officials of the community, and its stable and well-to-do citizens, found their real satisfactions in the many agencies of cure and correction; in solid and substantial hospitals, where visibly the sick were made well; in orphanages, which seemed so superior to ordinary homes; in reformatories; in family aid. They had no misgivings as to the success of such agencies. To them, the prevention of sickness, distress and crime existed as a theory, an ultimate objective; it seemed in the nature of a speculation, worth trying, probably—people spoke well of it—but, at best, highly uncertain as to results; undoubtedly very expensive; and bringing tangible benefits only in the distant future, if ever.

Some portions of a preventive program have now been in operation for from one to two decades, and it is time to take a trial balance. This is not easy, for we have few measurements of social progress. Even social workers, in the midst of things, may easily underestimate the rate of change, the volume of accomplishment. For so tremendous a blessing as release from some great scourge, only one generation is grateful, or even conscious of benefit. Only the generation which has seen smallpox, appreciates vaccination; only that which has seen yellow fever, holds in grateful recollection those who risked their lives to learn how to control it. We all profit daily by the preventive work of the past, but are unconscious of our monumental obligations to those who, in spite of skepticism and opposition, planned and carried through the advances which make our lives more attractive and secure.

Few statistics of families receiving aid, of destitute children in institutions, of patients entering hospitals, and the like, have much value as an indication of social conditions. They are more likely to reflect the attitude of the public officials of the time; the confidence of people in relief agencies, or the education of the public to the fact that relief may be had. The death statistics, however, though subject to qualifications, corrections and interpretations, afford a very real basis of comparison. The number of deaths throws light on the vastly greater number of illnesses. The volume of illness and the number of deaths in turn reflect the volume of poverty. Mortality statistics, if our only available measure of human welfare, are dependable.

These and other available evidence show a complete reversal in the relative positions of cure and prevention.

We are not nearly so sure of the complete success of curative and correctional agencies as we were. Do sanatoria cure tuberculosis? Yes, but the patients have a distressing way of not staying cured. Do reformatories reform? Sometimes—possibly only occcasionally. The hospital finds its morgue an important adjunct; and of the patients who leave by the front door, some are cured and stay cured, some are cured temporarily, some are partly cured, and some are not

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cured at all. In fact, it almost begins to seem that any really serious disease is seldom wholly and permanently cured. A slight damage to some vital organ is the beginning of a process which, years later, becomes a serious disease, diminishing usefulness and shortening life.

In the social field the trend is the same. The saying that a man may be "down" but is never "out," may be true in a theological or philosophical sense; but hardly in a practical sense, for the great majority of those whom the community calls the "down and outs" do not come back. What of the laborious, long-continued efforts for the rehabilitation of the families of habitual deserters, drunkards, shiftless ne'er-do-wells? Success is possible?—yes; frequent?—no.

Worst of all is the correctional field. Personally, I have come to the conclusion that we shall never learn to manage prisons and jails. The demoralizing effects upon human beings of being placed in charge of other human beings who are deprived of their liberty and civil rights, are too great a strain. I do not think we shall ever reform prisons and jails, but I have every confidence that we shall outgrow them.

Meantime, prevention, from being a pious hope or a tolerated speculation, has achieved an undoubted success; has established its rights to the confidence of the community, and to the unqualified devotion of every social worker.

Saving Half a Million Lives Each Year

Going directly to the biggest fact of all, in fifty years the average lifetime in this country increased from forty-one years to fifty-six, a gain of fifteen years. This simple statement carries implications in social well-being almost beyond our grasp. It means a saving of more than half a million lives each year; a reduction in mortality of more than forty per cent; a reduction in the current amount of illness at all times, of about a million persons. It means the release for productive purposes of those who would have been ill, and of those who would have been busy caring for them.

Tuberculosis, formerly the greatest cause of death, has been reduced one-half, and moves down to fifth place; typhoid, reduced to a remnant, moves rapidly toward the vanishing point; diphtheria has fallen to a small percentage, and can be made practically to disappear, almost at once. In a few years, infant mortality has been reduced as much as we thought it could be in as many decades.

These gains are impressive, because they can be stated in mortality rates. If we had similar methods of measuring sickness, poverty and distress, I am sure we would find the results astonishing. I do not say that this saving of life is comparable to, or will lead to, better standards of living and less poverty—it is the same thing. Preventive efforts are not separate; they are intimately bound together. To say that tuberculosis has been reduced, is simply another way of saying that fewer children are forming well beaten paths from their homes to the poormaster's office; fewer families are having their standards of education and health smashed in a long struggle against hopeless odds; fewer widows need pensions; fewer half-orphans are sent to institutions, or become wayward through lack of parental care. As tuberculosis goes down, living standards go up; and it is one operation. Every untimely death prevented means less waste, more income, better standards of living, more happiness, and more general well-being. Improvements in health and in welfare are not separate, nor even different—they are the same thing.

Conditions of life have improved in large cities, through better housing, greater cleanliness, more education and better administration, until even the look of things has changed. The slums have gone. They now exist only in fiction and in the moving pictures. We look much more sharply for juvenile delinquency, but find less of it, and reformatories have many vacant beds; societies for the prevention of cruelty to children, in the earlier sense, are becoming obsolete.

These are only instances. The closer the analysis of present conditions, the stronger becomes the impression of a notable amelioration, affecting the very texture of human society. Standards of living have risen. Education is more general and more practical; wages have increased; hours and conditions of work have improved; people are happier, healthier, more useful, and live longer. Most of them don't know it, but that does not alter the fact.

In speaking of preventive measures I am not thinking solely of efforts directed consciously toward particular results. Extraordinary events, such as the decline in tuberculosis, are not due wholly, possibly not largely, to the particular things done in the anti-tuberculosis campaign, varied and inclusive as those are. I am including broader movements, which, by conscious aim, or as incidental and unintentional by-products, have achieved the betterment of human life in concrete ways.

The sum total of these activities, direct and indirect, has proved beyond doubt that prevention is possible; that human affairs are manageable; that conditions of life can be modified; that man has power by his own effort to improve (and equally to depress) the average level of human well-being.

The Ounce Costs Less Than the Pound

But prevention is not only possible—it is also practicable. It costs less than cure, and is simpler. The cost of the funeral of one victim of typhoid would pay the bill for chlorinating the water supply of a great city, which takes effect instantly. Schick testing and immunization against diphtheria are among the simplest things a doctor does; but the treatment of a serious case of diphtheria is an heroic undertaking. Preventive dental hygiene requires little skill, and is quick and painless; fillings and extractions are difficult, painful, and even dangerous. The cost of probation is a mere fraction of the cost of institutional care; but even probation gets into action rather late, when much damage has been done. The earlier and broader measures of recreation, health, family preservation, and early discovery and care of mental defect, are the real prevention of delinquency.

In fact, the preventive program possesses those virtues which are measurably lacking in cure and correction. Cure or correction is, as a rule, uncertain, incomplete, temporary, expensive and slow. Prevention on the other hand is relatively certain, complete, permanent, cheap and quick.

We should expect prevention to be practicable. It is in line with the accumulated wisdom and mature judgment of mankind. The twig is easily bent, but the tree cannot be straightened; the stitch in time is taken much more quickly than the nine; a pound of cure is less effective than an ounce of prevention; the child that is trained in the way he should go, will not, when he is grown, depart therefrom.

Our few efforts at prevention have been remarkably successful, but we are only at the beginning of a real program of prevention. We have devised and sharpened our tools; we have worked out methods and a technique. Our next and immediate task is to develop our fragmentary program into one that is definite, comprehensive, and convincing.

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The general outlines of such a program will emerge, it is hoped, in the papers and discussions of this conference, but two or three of its major elements may be mentioned here.

1. The conservative American Public Health Association declared at its last meeting, by formal resolution, after serious consideration, that, without further additions to our present knowledge of the causes and prevention of disease, but simply by the more complete application of present knowledge, twenty years can be added to the average span of life within the next half century. That is a call to which every social worker, worthy of the name, must respond. It would mean a great simplification and diminution of every one of his problems.

2. The school, the agency through which every child comes into contact with organized community life, offers the great opportunity for discovering, near their source, and for correcting while they are still incipient, those departures from the normal, which, left uncorrected, produce so large a part of the need for relief and correctional work.

3. We must complete in detail the plan, already sketched in outline, whereby fully trained medical examination and advice are available, on a sound economic basis, to every individual, from the beginning until the end of life.

One serious qualification must be made in the assumption that data is already available for an effective preventive program. In mental hygiene we are proceeding rather on the basis of hopes and of intimations than of fully demonstrated methods. The great and continuous increase in the population of institutions for the mentally disturbed, whatever factors may account for it in part, suggests to me the probability of some actual increase in the volume of mental disturbance. In any case, it constitutes one of the heaviest drains upon the public purse, and is a tremendous strain upon our entire social structure. We do not seem to have pushed back far enough along the chain of cause and effect, to recognize mental disturbance near the point of origin. We do not straighten the bent twigs in the mental hygiene garden, because we do not see that they are bent until they are half grown. We must proceed with the best light we have, hoping, and confidently expecting, that more intensive study, over a longer period of time, will give us further insight into these obscure factors, and not only enable us to bring help when help can be effective, but also diminish the need for help. No sum would be too large to devote to research in the field of mental hygiene, under competent direction.

We have spoken thus far of cure and prevention as though they were wholly separate; of course, they are not. Some activities are both—and equally—curative and preventive. All stages of the transition are represented. The difference is partly one of emphasis, of objective, of the inspiring spirit, of a longer perspective. What we call "good case work,"—the joy and luxury of helping a family in the best way it can be done with our present knowledge, purely remedial in its origin, takes into account at every stage the long look ahead, the health and development of each individual, and is one of the most fruitful methods of starting the processes of prevention where they are most needed. "Back to the home" almost summarizes the trend in every field of social work.

But the fact that the transition from cure to prevention is gradual, should not obscure the fact that it is real; and that the acid test of every social activity is its preventive value.

When we begin to integrate our present and proposed activities into a balanced preventive program, we confront the major topic of this anniversary session, Social Work in the Life of Today. Such a program can be carried into effect only when its objectives are understood and accepted by those permanent institutions of society which we are to consider during the various days of our session. It must touch every field of human life, redefining objectives, giving them a new content; its appeal must be so compelling, or so attractive, that the school, the home, the church, and public opinion, will be drawn irresistibly to its support, and even to claim it as their own. The contact of social work with industry is wholly of preventive character. Industry, in some of its unsolved problems, reduces standards of living, impairs health and undermines family life; social work urges that it put its house in order, as a matter of public concern and public policy. The twelve-hour day and the seven-day week and such survivals must disappear, before industry will be safe for democracy.

Social Work in the Life of Today

Thus, preventive social work takes on inevitably, whether we like it or not, a very broad and general character. Our preventive aims do not fall into any one category, nor follow any one method of approach. Some of us are prone to think of prevention as meaning things of a highly technical character, such as, let us say, the prevention of typhoid fever by a pure water supply and a pure milk supply; things of which the average citizen is likely to be quite unaware, the benefits of which are equally shared by the just and unjust, the social and the anti-social. Such workers may be slow to join in urging measures touching debatable questions of social policy. Others of us, gifted with more courage, or possibly with more liking for combat, are less attracted to the destruction of germs, and are really interested only when attack is made on some problem which directly involves wages, hours, or conditions of labor. A constructive preventive program must include all these things and many more, and must enlist in its support not only all these kinds of social workers, but all good citizens.

A preventive social program must concern itself with all those standardized procedures and administrative agencies which we call law and government. It is in this field that we are most likely to be misunderstood. The social worker applies anew the standard test of social results to all these slowly elaborated agencies of governmental, social and economic life. He may be a little more apt than others, when told that a particular piece of the household furniture is a priceless family heirloom, to examine it for a trade-mark, half expecting to find it stamped "Made in Grand Rapids, U. S. A." Even so, if it be an instrument of comfort and refreshment, he would not discard it, but would keep it and use it.

When confronted with what some one calls an unchangeable law of economics, the social worker (knowing well that there are many such laws, and that they are extremely important) may nevertheless inquire carefully as to whether this particular law may not be of human and volitional origin, and recall that it is of the essence of human laws that they may be amended, or repealed. He is keenly aware of the great sweep of governmental action and of the strategic significance of the power of taxation, but he is restrained from indiscriminate socialization by the fact that the very center of the objective of social work is the individual. Its highest aim is that each person shall be enabled to realize the best that is in him; to live through as nearly as may be the normal experiences of a lifetime; and to make the best contribution he can to the common weal. Whatever may hap-

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pen elsewhere, among social workers liberty will never be in danger of becoming obsolete or negligible.

In these debatable fields, where even the wisest may not be too dogmatic, the social worker is not a doctrinaire. His position is precisely that of the true practitioner of scientific medicine. Dr. Abraham Flexner, in a singularly lucid chapter in his report on medical education, pointed out that whereas all the medical cults and separatists founded their various schools upon some one principle or theory, with which they must rise or fall, scientific medicine itself is wholly empirical and pragmatic, trying all things and holding fast to that which works, unfettered by any preconceived theory. The position of the social worker is exactly analogous. He belongs to no one school of sociology, economics or government. He looks only to results; he is not afraid of any device or plan which, to the satisfaction of all reasonable tests, contributes to human well-being. It is precisely because of this common scientific basis that both medicine and social work are asking, at the same time, the great transition from cure to prevention.

As we thus see social work as an influence permeating, and modifying the objectives and operations of such venerable institutions as the church, the home, the school, industry, law, and government, it is clear that social work cannot be in any sense a distinct and separate field of human action. It is simply the entire community in one aspect, at particular times, consciously taking thought as to the happiness and well-being of all its members, aware of their kinship, rather than of their differences, asking conscious effort to subordinate distrust, strife, and the excess of competition, and putting on the gentler aspects of understanding, cooperation, amelioration and benediction. It is the job of the social worker to bring it to pass that such community moods, instead of being exceptional, become more nearly habitual and normal.

How far can such a program of prevention go? To what extent can it afford a satisfactory philosophy of life? It certainly would remove most of the major disabilities and misfortunes which now cripple, stunt, blind, maim and degrade human beings. The intelligent application of our present knowledge of human life, without involving any change that to the most timid might seem dangerous or even sudden, without making appreciably greater demands upon public or private funds, and without requiring administrative skill beyond that which has already been demonstrated, would place mankind upon such a new basis of hope and accomplishment, that thereafter the horoscope would need to be cast anew, and it may well be left to that new generation to do it.

A Federal Department of Social Welfare

Meeting in the national capital, the question of federal action in our field naturally arises. The origin of the National Conference was an awakening of various states, as such, to their responsibilities in the field of social welfare. Earlier laws in these states had left social duties to the localities—to village, town and city health officers, to town, county and city overseers of the poor, to justices of the peace and sheriffs. In the decade after the Civil War there arose a sense of the necessity of coordination of local efforts, of state leadership. For this purpose state boards of charities and correction were established, to inspect, educate and lead the way in legislation and administration. It is now plain that this growth in state activity has not hindered local initiative and growth, but has increased it. Under this stimulus, the county is emerging more and more as the operating welfare unit. The promptings, inspections, investigations and educational leadership of the states have helped the localities to see their opportunities, and to reach higher standards of administration.

There is now an increasing sense of the need of a more adequate national agency of research, information, and, in a sense, leadership, in social work, as there was fifty years ago in the various states. The individual states, or most of them, have reached a degree of cohesion and unity of effect within their own borders, but there are still forty-eight different varieties. Some of our lines of work are represented in the federal field by a bureau, or a fragment of a bureau, and some are not represented at all. These bureaus and federal activities are scattered through a number of departments. In several important fields of public relief and correction, we have no federal organ whatever for the collection of facts as to state and local legislation and administration, and none for that broader research and sifting of experiences of the states and of other countries. Such information should be the starting point of state action, and obviously, it is impossible for each of the forty-eight states to do this for itself. Think of what the nation could have done, and can do, in research and in education, in such fields as mental hygiene and criminology. The shifting in emphasis from caring for the end results of disease and poverty, to a constructive preventive program, including state agencies, makes it all the more imperative that action be planned upon the widest possible basis of knowledge. A grouping together and rounding out of the various federal activities dealing with social welfare in one adequate department, which, by its name and dignified position, carried at all times the broad message of social welfare to the entire country, seems a natural solution. The nation need not, probably should not, take over any duties now performed by the states. Its activity would not diminish the responsibility of the states. An authoritative source of information, of education, of leadership, of that stimulation which arises from definite knowledge, would increase the efficiency of state action; just as the states by similar methods have raised the standards of local administration.

We must carry our thought of prevention one step further—from the national to the international field. Every social worker recognizes one outstanding enemy above all others, one which can undo in a brief day all that he may hope to accomplish in a generation—war. Since in the relatively minor fields of human misfortune taking thought and employing reasonable means have forestalled and prevented the occurrence of disaster, so in the greater fields of world affairs we are justified in a confident expectation that it will be found equally possible by suitable means to turn aside the greatest of all evils, and thereby to afford to peoples of the world that opportunity to realize their hopes and develop their individual and communal lives, as now the individual in his own locality rests securely upon the assurance of law and order. Here, too, prevention must pass from a declaration of faith to a definite program.

To individuals, communities, states, nations, and the world, then, the way is open, and it is not a difficult one, to shake off these legacies of evil, and prove themselves truly masters of their fate.

Social workers of America, who so well situated as you, in a country blest with wealth, peace and security, to read rightly the lessons of your own experience, and to lead the way. God grant that we may rise to our opportunity.

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Health

FIRST DAY OF THE CONFERENCE REVIEWED BY

Haven Emerson, M.D.

In no field of social welfare has the spoken and written word been more ably supplemented by graphic presentation than in this field of health. We have added to Dr. Emerson's review a group of suggestive charts and graphs from Public Health in the United States—an Outline with Statistical Data, by Harry H. Moore, a forthcoming volume in the Public Health Series edited by A. J. McLaughlin, M. D., to be published by Harper and Brothers.

THE most convinced, enthusiastic and critical devotee of preventive medicine, as the sovereign remedy for human ills of all sorts, must have glowed with conscious virtue after such a day as May 17. From the simultaneous outburst of nine o'clock attendance at the six-barreled sessions, through the mid-morning throngs which kept the fire department on the alert to prevent dangerous overcrowding in the church aisles and corridors, to the last breathless outpouring of the capacity crowd at Continental Hall into the perfection of spring evenings, there was not only attention but a spirit of inquiry, discrimination and applause that was born of an appreciation of relative values, and best of all a determination to see, hear and learn at first hand from the many who had made their mark in health protection for social gains.

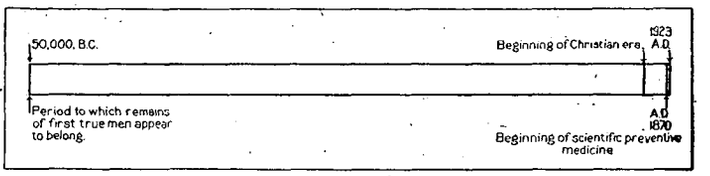
The six groups which started the day with a somewhat artificial specialization were drawn closer as they advanced in their program. As might have been expected, the report of Mlle. Marguerite Noufflard on hospital social service in France was a chronicle of rapid growth, and of appreciation by hospital physicians and administrators for the indispensable social workers now well established in twenty-six of the Paris hospitals. There was a freshness and conviction in the story of the origin and development and finally the government subvention of hospital social service which made it very stimulating to American ears. Can we imagine Congress appropriating funds to the Public Health Service to meet the expenses of social work carried out by others in the maternity and tuberculosis hospitals of any city, or even of Washington?

We had a right to expect from the admirable hospital of Washington University, St. Louis, the record of expansion brought by Edith Baker, director of social service there. Truly, the family physician of olden times with his position of general adjuster of family troubles as well as reliever of pain and saver of life had no wider range of specialties to cover than does the hospital social worker of today—a veritable peripatetic encyclopedia of community resources, sanely mingling biology with sociology and economics.

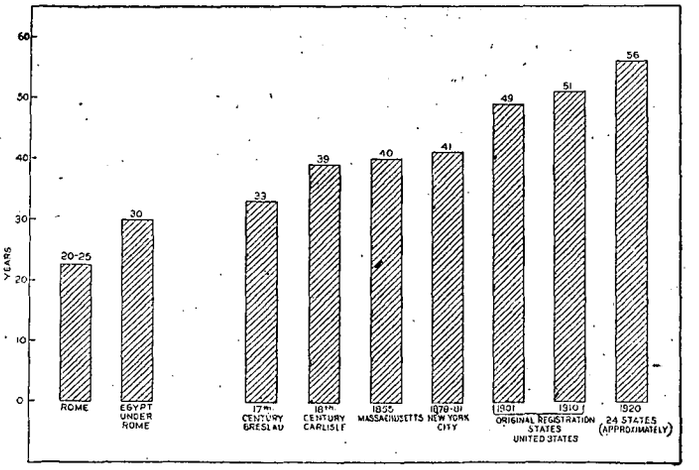
To suggest that a field is unoccupied, in dealing with potatoes or preventive medicine, is to tempt the squatter, the town boomer and the expanding ambitions of all and sundry. Curiosity and faith combined to bring an audience to learn the size and character of these vacant lots in the realm of health. It would have been well had the medical profession been on the outlook for the wide open door to opportunity which Dr. W. S. Rankin, secretary of the North Carolina State Board of Health, presented. So saturated have doctors become with the pressing necessities of existing disease that the health officer finds hardly more than one-fifth of the urgently needed preventive services performed. These services are, indeed, little likely to be taken up seriously while there remains the artificial distinction between the health doctor and the sick doctor. But the physician will provide what the people demand, and the unoccupied fields of periodic health examinations, the correction of defects of children and protective medical services for mothers are among the largest vacancies in sight. As Dr. Rankin put it:

> If it were possible within the course of the next decade or two for medicine to catch up with the existing surplus of defect and disease, the opportunity for health promotion, for improving the health, the vitality and efficiency of the apparently healthy, would still be with us, and would constitute a problem embracing the entire population, and one vastly larger than that which concerns itself with the work of treatment and repair.

Public health and the profession of medicine have a single objective, to wit, to supply medical science where it is needed. Those engaged in the work of public health and in the private practice of medicine are not only bound by a single objective and by a single means for its attainment, but they are also united by the inseparableness of their problems. There is no hard and fast line that may be drawn between physiology and pathology, between health and disease, between prevention and cure. The utilization of the medical profession, through more efficient organization, to include a larger proportion of the unoccupied fields of medicine, of health and disease, is the only way out of the present situation. The next step forward for both public health workers and the medical profession is a more careful alignment of forces to be brought about by health officials endeavoring to interest local medical organizations, particularly county medical societies, in seeing and assuming the


50,000, B.C.
Beginning of Christian era, A.D.
1923
Period to which remains of first true men appear to belong.
A.D. 1870
Beginning of scientific preventive medicine

Scientific preventive medicine covers only about half of one of the five hundred centuries through which we can trace mankind. And as the chart below shows, the gain in the average life span apparently was little greater for the two thousand years before 1870 than for the sixty years through which we have recorded progress in the United States. New Zealand already has outstripped by nearly ten years the record for 1920 of the registration area of the United States.



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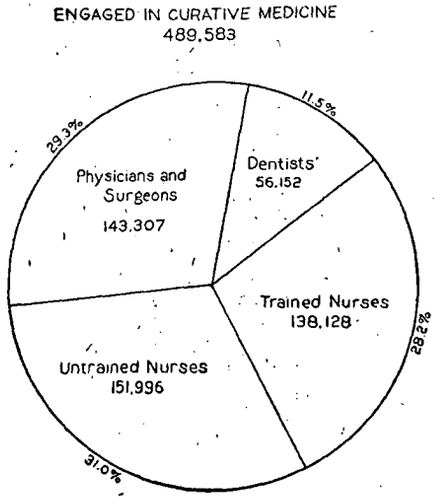
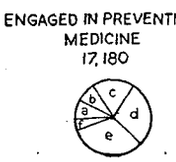




		Number	Per cent
(a)	*Principal and subordinate executives of federal, state, city, and county boards of health*	1,280	7.5
(b)	*Laboratory workers of official agencies*	1,200	7.0
(c)	*Plumbing, sanitary, dairy and food inspectors*	3,000	17.4
(d)	*Public health nurses—official agencies*	5,000	29.1
(e)	*Public health nurses—private agencies*	6,000	34.9
(f)	*Officers and other employees of private agencies*	700	4.1

RESOURCES FOR CURE AND FOR PREVENTION IN THE UNITED STATES

medical problems of the public, as well as the medical problems of the private citizen.

In the discussion, which was general, of wide range and sufficiently critical to be interesting, a number of other jobs awaiting a champion were pictured. Among the more urgent were the education of teachers in the elements of the natural sciences so that they might initiate school children into the theory and practice of health and its protection; active education on the destructive effects of alcohol—whether legally or surreptitiously imbibed; the dangers of crowded dark living places; and dirtiness of air. The prevalent fallacy of mechanical ventilation devices for schools was suggested as a worthy object for organized attack to stop the strangling of children entitled to fresh and flowing air of the natural, not the canned, variety.

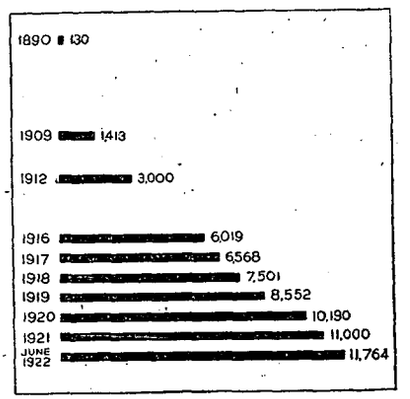
Perhaps no single fact damns the quality and liberty of official health services throughout the United States so completely as the lack of initiative and resources to make new inquiries and convincing experiments in methods of applying, to common community situations, the well-known facts of science. We know so much more than we use. We have reached far into the unknown with theory, yet people die of diseases we are used to, for lack of the imagination and machinery to save them. Why must we have here a Framingham, there a Mansfield? Why must the test of plain, ordinary, obvious facts in Cattaraugus County be made so much of because a generous foundation is doing what the state and local health officers should be doing? Why exalt private beneficence when we owe it to our own appointed officials to give them the means and require of them the vision to prove what every competent health officer knows he also could demonstrate? A demonstration! What is it? A kind of community club, a greatly advertised gesture to be used as a threat or inducement to boards of overseers, to sluggish legislatures to double or quit. Or is it a focus of health infection, an epidemic episode in community competition?

We need no expenditure of funds to demonstrate that children will be made fit to grow and learn if their handicaps are found and removed, or that if understanding of the laws of health is coupled with the benefits of skilled medical diagnosis, tuberculosis can be scaled down to a subordinate place in the death list. The judicious trustees of other people's savings are not gamblers in health. They approve of an effort only when its success is guaranteed by men and women whose reputations for conservative and accurate prophecies are secure.

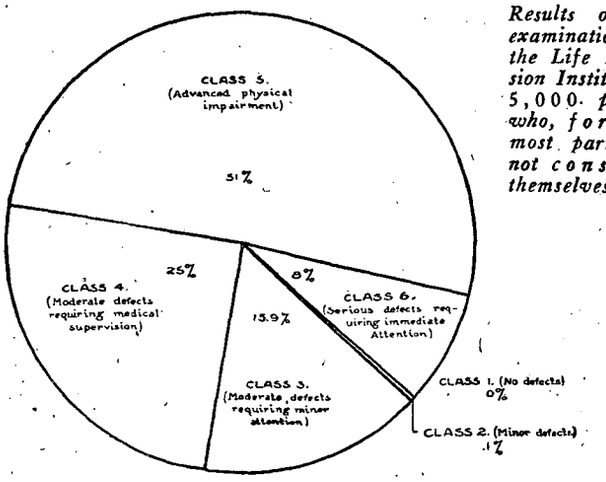
Let us be thankful that in spots we can have health, but the 101 per cent Americans should look to their laurels and demand that every native born of native parentage have a service as perfect as the newly arrived Italian of Mott Street receives whether he wants it or not. If one must make exceptions to prove a rule, we can claim that a demonstration of entire cooperation between public and private health services under one roof is worthy of all our support—and this has been more nearly accomplished at the East Harlem Health Center in New York than anywhere else in a complicated metropolitan situation.

"All of the public and private health and allied agencies in a defined local area have come together and worked together in one building with no important difficulties," said Kenneth D. Widdemer, executive officer of the East Harlem Health Center. "Health work in the demonstration area has been very nearly doubled in the space of eighteen months. This practical coordination of the local health and allied agencies is pointing the way to economies in public health work."

Meanwhile in a neighboring hall Dr. George W. McCoy of the United States Public Health Service was reminding his audience that "civilization does not exist for the purpose of sanitary demonstrations." Sanitation must be mixed with brains, like Turner's paints. No one knows better than Dr. William H. Park, of the New York City Health Department Laboratories, how wide are the discrepancies between the test tube or the guinea pig and child-saving programs. Research in the administrative application of preventive medicine will, by degrees, reap as clear-cut results as have laboratory studies



The last quarter of a century marks the attempt to bring medical care within the reach of every one—as shown by the increase in the number of public health nurses in the United States. Public health administrators estimate that there should be at least 50,000 public health nurses to meet the needs of 1923



Results of the examination by the Life Extension Institute of 5,000 persons who, for the most part, did not consider themselves sick

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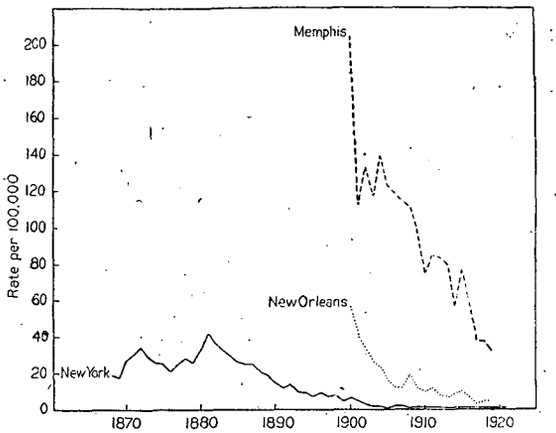
in the past, but when this happens we shall have developed executives and workers in both public and private agencies who are free from the cant and hypocrisy that goes by the name of propaganda. Until nursing agencies, dispensaries, hospitals and finally private practitioners of medicine report as a matter of course every case of sickness and its duration, we shall not make progress in proving the specific preventive value of individual elements in many public health programs.

How and why the social point of view is more and more the basis of health work was summarized in another group by Dr. William F. Snow for the medical field, Dr. Allan McLaughlin for the public health group, Dr. Allen Freeman for medical and health education, and Katherine Tucker for the nurses. Health insurance, medical group practice, pay clinic plans, periodic health examinations, and similar projects are increasingly the concern of the medical profession, the insurance companies, business and philanthropic agencies; and this teamwork of the doctor and his professional allies on the one hand, and industry, business and social welfare on the other, gives, according to Dr. Snow, cause for confidence in the further progress of health conservation.



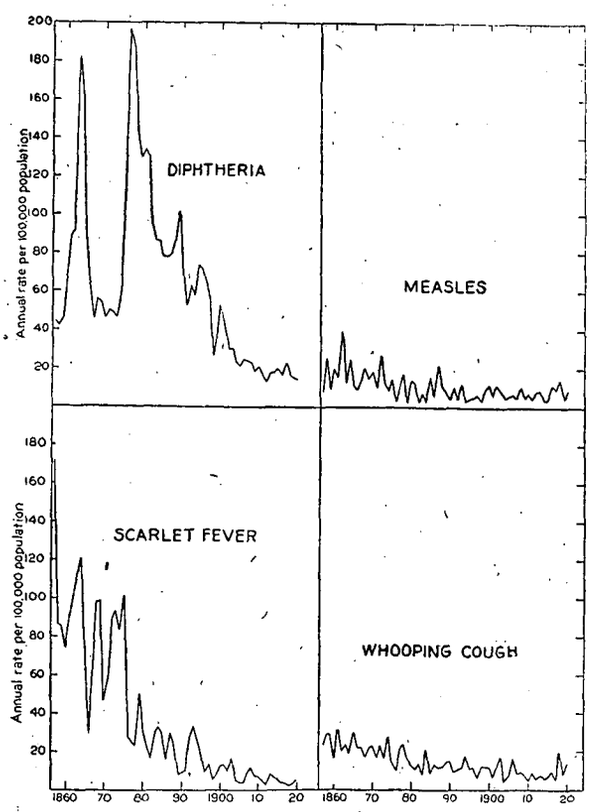
Conquering the anopheles mosquito. Mortality rates from malaria in three American cities

The feature of the rural health meeting was the courageous and properly self-conscious declaration of Eugene Kinckle Jones, of the National Urban League, on the history of Negro health. The only race that ever came to this country without the taint of syphilis was the Negro, now the worst afflicted of all our citizen groups. When Negroes were held as valuable as other chattels their death rate was lower than that of the whites in Southern cities. They have since been ravaged by disease, but there is encouragement in the statistical reports, recently confirmed, that the Negroes of our cities enjoy lower death rates today than the white populations of these same cities did less than twenty years ago. The percentage of decrease in death rates from tuberculosis among Negroes in New York City has been greater in the past fifteen years than has been the decline among white peoples. The lessons of health are readily taught, easily learned and with reasonable justice in human relationships can be applied with certainty of results. The Negroes of the United States are learning these three facts rapidly. No country can afford to tax ten and one half millions of people $150,000,000 a year by sickness as long as self-protection is within their reach. Mr. Jones said:

The Negro's struggle for health is indeed an effort to learn how to live in the city. The rural Negro has a death rate but little, if at all, in excess of that of the neighboring whites. It is when a Negro comes to the city where he meets strong industrial competition, is forced to live in unsanitary dwellings, is kept in ignorance of the most intelligent methods of preserving good health, that the increased morbidity and mortality of the Negro group are in evidence. In recent years the Negro has become aware of the seriousness of the situation and has organized for health propaganda and has deliberately sought to aid the health movements of the city health departments in combating the diseases and removing conditions which have led to the appalling statistics which picture health conditions among Negroes.

After these discussions the six special groups resolved themselves into two devoted to the everlastingly interesting problems of work and brains. To some the production of property — the manner, output, costs, and effect of human employment on the producer — appeared of first importance. To these a feast of fact, a vision of preventive relief resources, a plan for specific remedies for the dangers of mass production were offered by such authoritative original workers as R. E. Chaddock of Columbia, Bailey Burritt of the A.I.C.P., and Wade Wright of Harvard.

Striking, also controversial, but certainly spoken with sincerity and the authority of the widest experience was Wade Wright's statement that "ill health in industry is only to a relatively slight extent attributable to the influence of specific industrial health hazards such as dusts or poisons." He sees here as we do in each section of our problem a need of organized service for the sake of physiological rather than pathological handling of humans. A health department is more needed in a shop, store or factory than in schools and colleges, and yet how rare it is to find one. The chief factors in promoting the health and efficiency of industrial workers are payment of adequate wages, continuity of employment or insurance against unemployment, and reasonable working conditions.



As for the session devoted to brains,

(Left) Mortality from the chief children's diseases in Massachusetts, 1857-1920. *Infant mortality (above) in the same state rose sharply to its peak in the decade during and after the Civil War, and has registered an almost steady decline since* 1873

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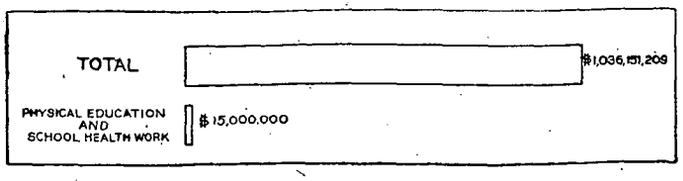


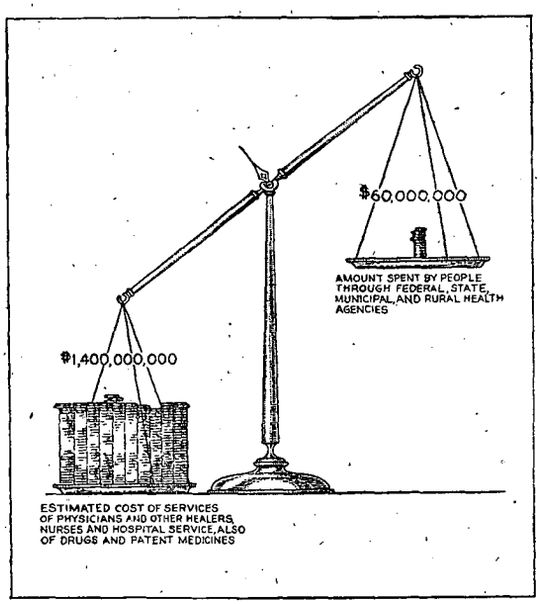
Expenditures for elementary and secondary schools. The amount spent for physical education and school health work, 1919-1920, contrasted with the total expenditures

the popularity of the subject was so overwhelming that an overflow meeting of several hundred with double turn of all the speakers was provided for in the basement of the church.

No such arraignment of prison methods, of the dense ignorance and inconceivable brutality of the wardens has ever been voiced in public as the story given by Dr. W. F. Lorenz of the study made of penal institutions in Wisconsin and of the origin and causes of delinquency among the 20,000 ex-service men now in jails in the United States. The role of disrupted homes, economic strain, alcoholism, and the example of war, in making criminals was analyzed with the clear intelligence of the psychiatrist. Not one of the spell-bound audience will forget the story of the epileptic prisoner who was subjected to a kind of solitary prison discipline for many weeks because he—poor, diseased soul—cried out in his paroxysms and was heard by a sleepless keeper. If we must have jails to satisfy judges and juries, let the entrance be through psychiatric clinics and the inmates be treated for their lame and distorted behavior with at least the consideration we give to animals in a public pound.

Dr. Yerkes gave the greatest satisfaction to those who have been rather bullied about by recent not too well informed critics of intelligence testing:

> Reliable methods are being developed in intelligence testing. . . . The incompetent unscrupulous are incapable of developing the art of psycho-technology. . . . Ignorance is often lack of intellectual capacity to adapt one's self to and to appreciate social standards. . . . We are in the process of splitting intelligence and mental health into functions and varieties of behavior as we analyze the physical structures and functions of the body. Balance, the proper proportions among traits, is incomparably desirable. Safer for the individual, so far as contentment and happiness are concerned, is mediocrity with symmetrical development of traits and balance than super-normal condition of one important trait or function accompanied by sub-normal development of other activities. Intellectual genius coupled with unreliability, disloyalty, selfishness, or other moral defects or lack of balance, has scant attractiveness.


$60,000,000
AMOUNT SPENT BY PEOPLE THROUGH FEDERAL, STATE, MUNICIPAL, AND RURAL HEALTH AGENCIES
$1,400,000,000
ESTIMATED COST OF SERVICES OF PHYSICIANS AND OTHER HEALERS, NURSES AND HOSPITAL SERVICE, ALSO OF DRUGS AND PATENT MEDICINES

Cure vs. prevention—the estimated amounts spent in 1921 in the United States to allewiate disease and to further health

Individual preservation of health turns upon good intellectual capacity, less on good education whether formal or natural.

Certainly we can afford to await the completion of the studies in relative values of human behavior and intellect when the leaders speak with such simplicity and confidence.

Dr. Frankwood Williams of the National Committee for Mental Hygiene took his audience deep into the psychology of attitudes and prejudices in the social problems and our ways of solving them through a variety of quite unsatisfactory makeshifts. He pointed out that health conservation is blocked, not by lack of intelligence, but by many types of mental reactions which are like solid walls—though merely the expression of attitudes we have assumed — which control our motives and determine our actions, leaving us the faint pleasure of rationalizing them afterwards. He pointed the way to make life not only longer but more worth while: not by greater control over facts or knowledge of material things, but by conscious determination to keep wide open the windows and doors of our minds, to shun and overcome hate, distrust and malice which now overwhelm the world.

Dr. William A. White, superintendent of St. Elizabeth's Hospital, Washington, held his audience, even after two hours of keen attention to others, enchanted by his clear specific treatment of many of the social workers' problems.

> Prejudice is the total of our past experience. . . . It is cemented by common feeling, and is both negative and positive. . . . The former cement of religious observance and creed is now a less common bond and a less common attitude of mind. . . . On this account organized minorities offset and thwart our reasonable ambitions. . . . An essential faculty of social workers is the capacity to understand, i. e., to be without preconceived notions with respect to a particular situation.

Perhaps the most important event of the day from the point of view of the population of these United States was the decision of the National Health Council, at its long afternoon session, to promote throughout the country the practice of an annual health examination, leaving to states or groups of them to arrange appropriate times for local educational efforts according to the social and occupational limitations of seasons and climates.

The great assembly at Continental Hall in the evening was a handsome gesture of hospitality to Dr. Ludwik Rajchman, director of the health section of the League of Nations, as the symbol of a new community of interest in Europe, of attention and respect for the accomplishments of Dr. Hermann M. Biggs, commissioner of health of New York State, and of warm hearted cordiality to the scholarship and social imagination of the genial Dr. Livingston Farrand of Cornell. Dr. Rajchman gave a picturesque description of the conference of sanitarians who arrived at a plan for the infected and isolated parts of Europe—amazingly like the system employed in handling individuals similarly afflicted—by providing for mutual central reporting of the incidence of communicable and the extent of nutritional diseases, by the establishment of a mutual trust based on the practice of a standard technique in handling epidemic situations, and finally by searching for and attacking epidemic foci on the spot of origin instead of awaiting their development and approach to international boundaries. His picture of a permanent opportunity for a round table of international health services was a challenge to all of us at the National Conference.

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Industry

SECOND DAY OF THE CONFERENCE REVIEWED BY

John A. Fitch

THE conference came to the subject of Industry with a convenient measuring-rod in hand: the industrial standards adopted in 1912. Gauging the progress of the last decade by these standards, it took account of a variety of present problems and wound up the day with a long look ahead—with James J. Mallon, warden of Toynbee Hall, to point the way.

The chief standards formulated in 1912 were these:
A living wage based on a normal standard of living.
Minimum wage laws and commissions to maintain such a standard living wage in sweated and underpaid industries.
Publicity of records and facts upon which wage agreements are based.
The eight-hour day for all in continuous industries and for women and minors in all industries.
A compulsory rest period of forty consecutive hours in each week.
Restriction or prohibition of night work, especially for women and minors.
Prohibition of child labor for children under sixteen years of age.
Social insurance to cover accidents, sickness, invalidity, old age and unemployment.

When the conference measured the distance which industry had traveled toward these standards, the results varied widely. Rev. John A. Ryan, chairman of the Committee on Industry, laid emphasis on the need for constructive effort in all the fields covered by the 1912 pronouncement, but was decidedly optimistic as to the future. The outlook for advance all along the line, he said, is better than ever before.

Grace Abbott, chief of the Children's Bureau, reported that only two states have come up to the 1912 standard of sixteen years as the minimum age for entering industry, and pointed out that two Supreme Court decisions have prevented child-labor action by the federal government. The need now, she added, is for an educational and physical test for children who want to go to work, and not merely an age test, as the 1912 standard proposed.

John A. Lapp, of the National Catholic Welfare Council, who used to be Legislative Reference Librarian in Indiana, and after that secretary of the Ohio Commission on Health Insurance, spoke more hopefully on the subject of social insurance. So recently have we awakened to the importance of this field that prior to 1907 not a single permanent law on any form of social insurance had been passed in any state. "Now," said Mr. Lapp, "note the progress!" He went on:

Beginning in 1907, mothers' pensions have extended to forty-five states; workmen's compensation for industrial accidents has been adopted in forty-three states, and by Congress for federal employes, since the first permanent law was signed by Woodrow Wilson in New Jersey in 1911; health insurance, which had not been discussed at all prior to 1910, has assumed large proportions in present-day discussion, and while no law has been enacted, twelve legislative investigating commissions have made reports. Old age pensions, which have been the subject of several legislative committee reports in recent years, were not enacted anywhere in this country prior to 1923, except in Alaska. During this present year three states, Montana, Nevada, and Pennsylvania, have begun the march of progress which shortly is likely to invade every state in the union.

Health insurance legislation has been held back, Mr. Lapp said, by the "smoke barrage and fumes of poison gas which the commercial insurance companies threw out against it when it seemed likely of passage in New York in 1919." Unemployment insurance has not yet been provided for, but it has "reached the stage of practical planning," with a bill in Wisconsin likely to be enacted. When the social insurance program has been adopted in full, it will do more than anything else to cut off the sources of dependency. The partial program already in effect has done much:

It has kept thousands of children in their own homes under the care of their own mothers; it has given independent support as a matter of right to hundreds of thousands of workers injured in industry; it has prevented many thousands from being reduced to the necessity of making application for charitable aid; it has restored hundreds to self-support; and it has reduced the number of normal children in child-caring institutions.

Mrs. Florence Kelley, whose topic was Progress of Labor Legislation for Women, reminded her audience of the action of the Supreme Court of Illinois which in 1895 declared a law limiting hours of labor for women unconstitutional. Such legislation was under the ban until 1910, when the United States Supreme Court upheld a similar law that had been enacted in Oregon. The recent decision of the Supreme Court in the minimum wage case, Mrs. Kelley said, may initiate a similar period of inaction in the field of protection of women against underpayment and exploitation, and certainly will do so unless the women of the country make use of their newly won right of suffrage and register their firm insistence on legislative protection for women who work. "Following the child-labor decisions the wage-earning children have returned to their wage slavery. Following the latest one, wages of the most ill-paid women in the District of Columbia have been cut in half." Mrs. Kelley continued:

Social workers are confronted by the question: "How can the constitution and the court be most quickly and effectively modernized to meet the needs of industrial life in the United States at the close of the first quarter of the twentieth century? Compared with the urgency of this question, all other discussion of industrial standards is purely academic."

A Lead to the World

In the Fiftieth National Conference of Social Work America has given a lead to the world.

I shall take back to Great Britain the impression that America is dreaming of a population 100 per cent healthy, strong, sane, self-reliant, and is perfecting an apparatus of social work through which this dream is, at an early date, to be made to come true. And I shall incite English social workers to aim at the same goal as their American colleagues and to do their utmost to reach it first.—J. J. MALLON

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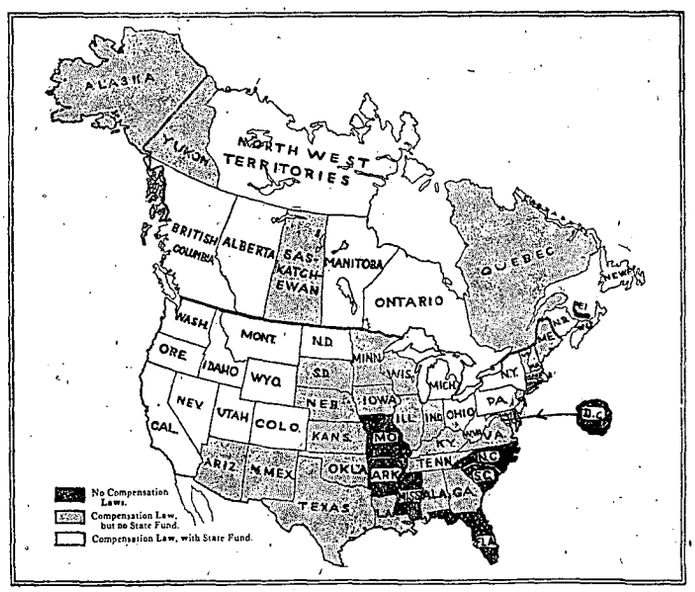
Professor Samuel McCune Lindsay of Columbia ended the discussion by analyzing the 1912 standards to determine whether a new statement is now desirable. He proposed to add another subject to the group, industrial relations, with special reference to "the newer methods for conferences between recognized representatives of employers and employes concerning working conditions and for the prevention of industrial disputes and better cooperation in the joint tasks of workers and management in industry." As for the rest, his conclusion was that these standards were "still so far from being achieved in the United States of today and so much more greatly needed in the light of present knowledge and industrial relations in our post-war world" that the need was not for revision but for reaffirmation in every particular.

Mary Anderson, chief of the Women's Bureau in the United States Department of Labor, spoke at a later group meeting of the hardships to which many wage-earning women are subjected. She said:

> In one of the largest industrial cities of the country nearly half of the women are gainfully employed; many of them working in the factories and mills; many of them married; many of them working to bring up children; many of them trying to do two jobs to secure the wherewithal to feed the family and to do the work of the home, cooking, cleaning, sewing and mending. It seems to me that as citizens of this country and as human beings we are not warranted to permit any such sacrifice by any mother. As long as we permit one mother to do two jobs, both so vitally important, we have not done our full duty as citizens or as one human being to another.

E. C. Lindeman called the present era a "dark age," in which industry has developed a materialistic and non-human mode of life. He looked for a change, not through sentimental altruism on the one hand or revolution on the other, but through scientific method. "Industrial technique," he said, "must be made ethical, and social ethics must be made technical. Either industry will conform to an evolving social ethic of the community or it will in the end be swept aside by the resentment of divine discontent. The way out is the scientific and not the emotional way. The real radical is the scientist since he goes to the 'roots.' Good will and straight thinking, character and science, are destined to be our chief tools, and we must use them well, for our civilization has nothing else upon which to stand or go forward."



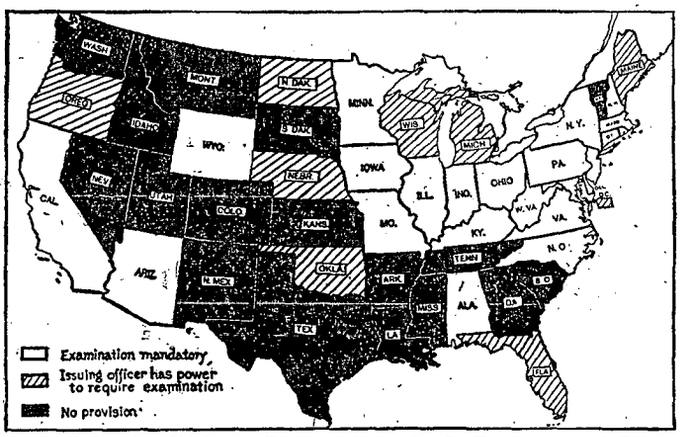
Prepared by the American Association for Labor Legislation

WORKMEN'S COMPENSATION LAWS

All but six of the United States and the District of Columbia now have workmen's compensation laws (the first enacted in 1911)

Paul U. Kellogg followed the principle of the "industrial minimum," running through the child-labor and minimum wage issues, the twelve-hour day in steel, and the charge on the coal commission to eliminate the broken year of the miners. These are all negative reforms, long over-due. They would set a floor level for American industry. They will free us to build, and the speaker discussed security, incentives and control as entering into the constructive problems ahead. Industrial democracy will not come, he said, overnight, but "with experiments in a hundred ways the process will go on in our effort to strike a new equilibrium between individual liberty and the common welfare, between state action and self-government industry by industry."

As one of the steps toward a new and better day, industrial research was proposed by George Soule, of the Labor Bureau of New York, and L. L. Thurstone, senior staff officer of the Bureau of Public Personnel Administration of the Institute of Government Research, Washington.



Prepared by the Children's Bureau of the U. S. Department of Labor

EXAMINATIONS OF CHILDREN ENTERING EMPLOYMENT

In the white states the law requires a physical examination of all children before they go to work; in the shaded states the officer who issues employment certificates has power to require an examination

Mr. Soule called attention to the existence of ignorance and misrepresentation with respect to industrial relations. Industrial research carried on by technicians in behalf of labor organizations is necessary, he said, both to enable the workers to state their case, and to enable the public to understand what is really going on. Mr. Thurstone defined personnel research as "the impartial study of the conditions under which production work may be made a truly integral part of living." There is a distinction, he said, between the individual as wage-earner and as a human being. It is the business of personnel work to reconcile these two. The working life must be made an essential part of living. It is the business of the personnel man to do what he can to promote the efficiency of the shop, the economic interest of the industry, and at the same time the interest of the workers as persons.

Edward E. Hunt described the work of the committee on Unemployment and Business Cycles, whose recent report has been discussed in The Survey. L. W. Wallace, Secretary of the American Federated Engineering Societies, spoke on the report recently issued on the Twelve-Hour Shift in American Industry. Mr. Wallace, in speaking of the results of changing from a twelve-hour work period, said:

The shorter shift has resulted in a satisfactory improvement

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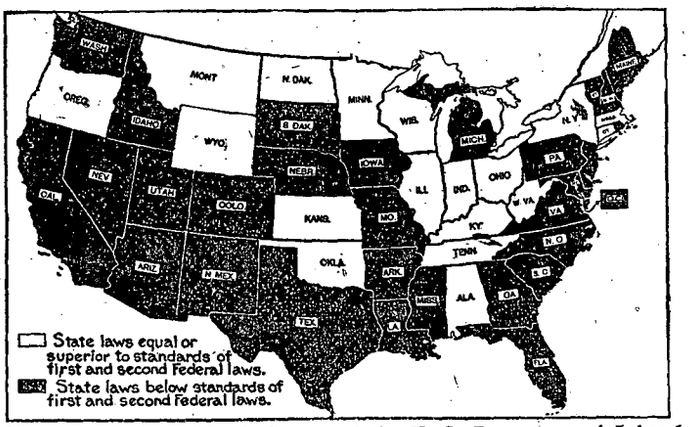
of quantity and quality production and in a reduction of absenteeism and industrial accidents where good management prevailed and the cooperation of labor was secured. In general, no economic loss inherently obtains because of such a change, provided management uses discretion, carefully plans, and competently administers productive procedure and, further, provided that labor sincerely and fully does its part. In general the tendency has been to increase the rate per hour under the shorter shift, so that the daily earnings of the workers will be the same as they were before the change. In some instances a compromise was made whereby the workers received an increase in hourly rate sufficient to compensate them for one-half of the number of hours by which the shift was shortened.

Louise Odencrantz, employment manager for Smith and Kaufman, New York, and George D. Halsey, personnel director in the department store of Woodward and Lothrop of Washington, addressed the conference on the subject of personnel work. Miss Odencrantz pointed out the liberalizing tendencies that have come in industry as a result of the better methods of hiring and firing that are recognized by modern employers. She said that better relations between employers and employes are being developed as a result of the



Prepared by the Children's Bureau of the U. S. Department of Labor

CHILD LABOR

The unsuccessful federal statutes are here taken as the measure of existing state protection for child workers

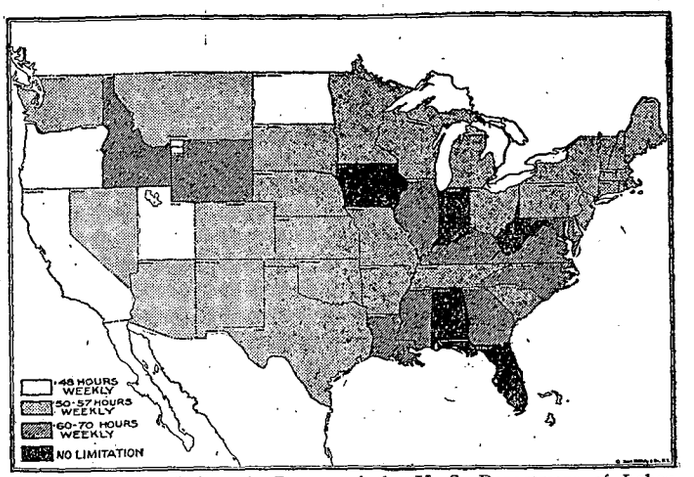
greater consideration that is being given to the qualifications and personality of the employes.

Mr. Halsey saw in organized, systematic personnel work a compromise between the two extremes of class antagonism on the one hand, and sentimentally inspired welfare work on the other. "Somewhere in between," he said, "lies the road to industrial harmony. It is the effort of modern personnel administration to find and follow this road." Mr. Halsey defined the essentials of personnel work as follows:

It must help in the first place both to increase the value of the worker to the management by increasing the quantity or quality of his work; and must also increase to the worker either the financial return or the "happiness-giving content" of the job, or both. In the second place, it must be considerate of the deep-seated desire of each individual to maintain self-respect, and take into account the growing desire of the worker to have some share in the determination of conditions under which he must work.

Thus it appears that the day was devoted first to a statement of some of the problems of industrial relations and then to a consideration of certain methods of dealing with them. It was at the closing session that constructive adjustments were most strongly emphasized.

William H. Johnston, president of the International Association of Machinists, called attention to some of the constructive activities of trade unions. He mentioned the growth of labor banks, which he said were organized to "utilize the enormous credit power of labor savings for the public good,"



Prepared by the Children's Bureau of the U. S. Department of Labor

LEGAL WORKING HOURS FOR WOMEN

More than two-thirds of the states limit the working week for women to 50-57 hours. In five states there is no legal limit

and declared that labor is working toward greater efficiency in industry—the machinists' union, for example, has experts working with the Interstate Commerce Commission for the purpose of discovering economies in railway operation.

But it was J. J. Mallon who seemed to sum up the spirit of the conference in the closing address of the day when he made a plea for a new status for labor. He told of the experience of the social workers of Great Britain who were content until 1906, he said, to be the "stretcher bearers of industry." With the adoption of the first effective workman's compensation in that year a new conception of what society may reasonably demand of industry asserted itself and legislation for trade boards and social insurance on a broad scale followed. Now the demand in Great Britain is for at least three things as a minimum for the wage-earner: a minimum rate of wages—enough to keep the worker and his family in life and health; hours in every industry not over eight per day or forty-eight a week; unemployment to be dealt with on a rational basis. "You can't ask men to hurry up when they know that when the job is over there will be no more work. Before we can say to the worker 'do your best,' we must assure him that if he does do his best neither he nor his family will suffer." Mr. Mallon continued:

Labor conditions over a wide area of modern industry are intolerable to a free man and inconsistent with his human dignity. Social workers must declare war upon them and upon the motive of gain from which these conditions spring.

The social worker has a vision of a society in which men and women will not any longer be bruised or overthrown, in which children will be cared for, and the good things of this life more evenly shared than they are today. He sees a society in which there will be no overwork, no underpayment, no denial of the facilities which human beings need for their reasonable expansion and happiness, no ignorance, no avertible pain. He has a vision of a world in which there shall be freedom and beauty; where men will be associated in a great cooperation to augment the happiness and blessedness of all.

To make this possible, Mr. Mallon said, there must be a new status for the worker. He must be brought into industry as a cooperator and partner. "If this conjunction of wage worker with employer could be made," he said, "the world would profit from it more than from the discovery of a new coal mine or a quarter century of research," and he concluded his address with the suggestion that because America has already accomplished so much, because she is young and fresh and strong, a beginning in the direction of such a partnership in industry may well be made here.

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Law and Government

THIRD DAY OF THE CONFERENCE REVIEWED BY

Bruno Lasker

THE purpose of the conference program to review the interrelation between social work and other great forces in the community that bear on social well-being, and thereby to enrich the thought and method of each, was splendidly realized in the sessions of the third day. Every one of the discussions turned on the cooperation between the machinery of law and social effort —not so much in congratulatory retrospect as in anticipation of a much richer and fuller variety of relationships between the two than now obtains. Dean Roscoe Pound, of the Harvard Law School, introduced the phrase "preventive justice" which means exactly that cooperation, just as preventive medicine has meant the cooperation between medicine and the innumerable agencies, public and private, in which today most of that effort is vested in so far as it is educational, industrial, or otherwise concerned with the lives of people in sickness and good health.

Here, for instance, was Frank O. Lowden, former governor of Illinois, reciting instance after instance of the contributions made during his administration by the social workers of his state in transforming the punitive, curative or merely segregative functions of the state government into means of rehabilitation, of readjustment, of prevention.

But how much remains to be done! Alfred Bettman, former special assistant to the attorney general of the United States, demanded that the prosecutor look upon himself as one of the social agencies of the city and that the social workers, so far from regarding the law as more or less antagonistic to the purposes of humanistic and preventive treatment of delinquency, should accept it as their own tool. Practically, he sketched the advantage of a close cooperation between prosecuting and social agencies whereby the former should be placed in a position to know of the history and background of the individual and the emphasis in crime prevention be swung over to the plague spots, to the social environment; whereby law officers would be educated to take as much interest in health and housing conditions, lack of proper recreation opportunities and the like as in the particular acts of crime with which they are called upon to deal. He said:

> The newer and growing conception is that the offender rather than the offense is the thing to be studied and understood, and that the treatment be regulated more by the moral and mental make-up of the offender than by the nature of his offense. . . . The work of the prosecutor is today hampered by a confusing and badly defined mixture of old and new viewpoints.

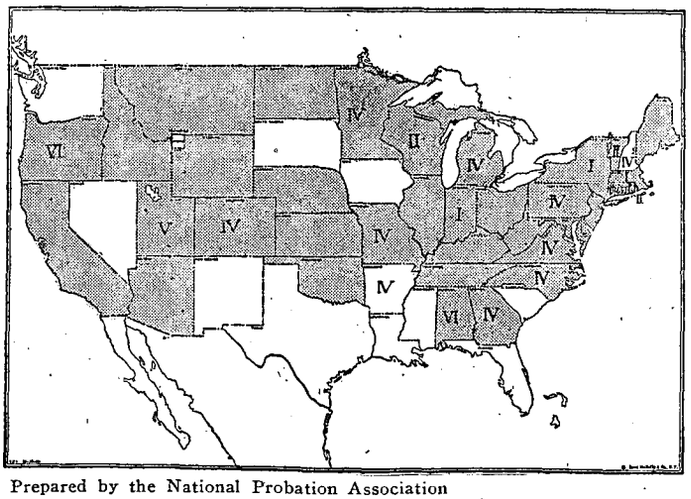
But the way out of this confusion, he added, is not contempt for law or the substitution of other for legal processes:

> The ultimate sanction of all social work is and will remain the law. . . . The approach should not be along the line of the gradual elimination of criminal procedure, but rather along the line of the modernization of that procedure so as to enable that procedure to absorb and make use of all developments in the social sciences.

The necessary process of education is, thus, a double one: On the one hand, the law, now too often applied without regard to the individual circumstances of each case, must be modernized so that it can avail itself of modern science —especially psychology; and its officers must be trained in the recognition and use of social methods already at their command. On the other hand, social workers must learn to approach the law not as a hostile force, as an unbending structure which it is necessary to circumvent, but rather as an ally and a basic need if established standards of social conduct are to be maintained.

For instance, Robert W. Kelso, speaking of the "passing of the stone age in care and custody"—which, he admitted, was as yet an aspiration rather than a reality—showed how recent has been the development of psychology that has made possible individualization in the administration of justice and the revolution in the treatment of delinquents and defectives; how unreasonable it would be to expect the disappearance at one stroke of the whole conception of custody on which the thousands of institutions in the United States are based.

On the constructive side, several speakers showed how much has already been accomplished in making justice a concrete reality for all by applying the methods of social service to the relationship of the individual to the machinery of law. The sixty-eight legal aid societies of the country, for instance, now handle some two hundred thousand cases a year; parole and probation have been made safe for the community by the painstaking individualized cooperation of social agencies with the courts. In public health administration, not only the side of education, but also that of enforcement have gained immeasurably by the intelligent cooperation of social workers. Dr. Eugene R. Kelly, Mas-



Prepared by the National Probation Association

PROBATION LAWS

In the shaded states there is a probation law for adults as well as for juveniles (with the exception of Wyoming, which has a law for adults only); the white states have juvenile probation only. The Roman numerals indicate official state supervision of probation work by: I, state probation commission or department; II, state probation officer appointed by state board of charities or similar body; III, state probation association; IV, state board of charities or similar body; V, juvenile court commission; VI, child welfare department

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sachusetts state commissioner of public health, expressed the opinion of many when he said:

> It has become increasingly evident to the progressive health officer that achievement in public health administration and control can be reached only through the active cooperation of the individual citizen. . . . By a curiously tortuous path extending over a century in time, public health administration is coming back to a close relationship with the humanitarian aspect of the problems of life and death.

The unfavorable decisions of the United States Supreme Court on the child-labor and minimum wage laws obviously came in for much comment at these sessions. Dean Pound, in a masterly exposition that deserves the widest circulation, illumined the historical foundation of the present seeming disharmony between the constitutional law of America and the desire for social progress. Fifty years ago, he said, even the pioneers of our modern social programs were talking in abstractions; pauperism, crime, disease were attacked where today we see the necessity of interesting ourselves in the individual who is poor, delinquent or of ill health. Not so long ago, thinking men and women divided themselves on such questions as individualism and socialism, social rights and individual rights, economic and ethical laws. Today we recognize that law, politics, economics, sociology are not separate entities but continually interacting; none of them can be advanced without deep incursions into the domains of the others.

The science of law, he said—and this was perhaps the largest single contribution made during the day—can be brought into harmony with social need only by forgetting abstractions inherited from another century and substituting for them the study of the law's functioning. From being merely an instrument for the enforcement of social order, as it was in antiquity, or an instrument for maintaining the social status quo, as it was in the middle ages, or an instrument for the defense of individual right, as it has been since the Reformation, it is now recognized as

The Passing of the Stone Age

1842: From a Massachusetts Inspector's Report

THERMOMETER four degrees above zero. Visited the almshouse, neat and comfortable establishment; two insane women, one in the house associated with the family, the other "out of doors." . . . I asked to see the subject who was "out of doors"; and following the mistress of the house through the deep snow, shuddering and benumbed by the piercing cold, several hundred yards, we came in rear of the barn to a small building which might have afforded a degree of comfortable shelter, but it did not. About two-thirds of the interior was filled with wood and peat; the other third was divided into two parts, one about six feet square contained a cylinder stove, in which was no fire. . . . My companion uttered an exclamation at finding no fire and busied herself to light one. . . . Here was a woman caged and imprisoned without fire or clothes, not naked indeed, for one thin cotton garment partly covered her, and part of a blanket was gathered about her shoulders; there she stood, shivering in that dreary place, the grey locks falling in disorder about the face gave a wild expression to the pallid features; untended and comfortless, she might call aloud, none could hear; she might die, and there be none to close the eye.

1910: From Returns of a Federal Census

IT listed 5,408 benevolent institutions, nearly half of which were hospitals or infirmaries; one-fourth of which were child-caring homes and one-fifth homes for the aged and for children combined. These were exclusive of penal institutions. There were 92 county children's homes out of a total of 1,151 child-caring institutions; and these 1,151 institutions had 151,441 children under care. 84,198 persons, over half of them beyond fifty-five years of age, were being cared for in almshouses, and 88,313 a year were being admitted. In 1910, 1,314 convicts were entering our state and federal prisons and our county jails each day, while 1,264 were stepping out. January 1, 1910, 24,974 minors were inmates of juvenile reformatory institutions; and in addition there were in the unclassified jail and prison population noted above 911 persons under eighteen in state and federal prisons, 6,325 in county jails; 3,539 in municipal jails and lock-ups, and 1,141 in institutions for both adults and juveniles.

1923: Psychology, the Revolutionary

IT is only as we look backward that we perceive what a revolutionary change has been going on. Crudely named, that change has spelled the discovery and recognition of the human individuality. . . . Scientific knowledge of the human mind and the human body has so far developed that the extreme individuality of each one of us stands revealed. We differ in our intelligence, and the degree can be measured. We differ in our ability to carry responsibility. We differ in the degree to which we may exercise choice or free will in our conduct. We are all shades and degrees of mental soundness. . . .

What has the new understanding brought us? In the realms of the infirm, the dependent, the diseased and the defective it has spelled classification. For the citizen accused of crime it has brought a recognition of varying degrees of ability to carry the responsibilities of citizenship. And for the wretched pal who has been convicted it has worked that same intelligent classification according to his ability to respond.

The castellated orphanage will persist long years after we are dead, because man applies newly-acquired knowledge slowly. . . . But the knowledge which man gains about himself abides. It is but a question of a few years now when every orphanage in the land will be no more than a temporary shelter and its inmates will be placed in foster homes. . . . Today insanity is recognized as frequently curable. The hospital no longer waits like a yawning abyss to swallow the tragic dement: it reaches out into the community and welcomes the citizen who is mentally troubled till he fears a catastrophe—it receives him as a voluntary patient and treats him for mental sickness. . . . Protect society from the lawless acts of the individual who has broken its rules, says the modern democracy, but salvage the man if you can, turning him back to ordinary life when he is likely to be able to get along. . . . Individualization in law and in our social service practice will certainly destroy the frowning battlements of penology, and in like manner it will destroy—it is destroying—the unclassified almshouse. . . . Though we are early upon the scene, we are witnessing the passing of the stone age in care and custody.

From the paper of ROBERT W. KELSO

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an instrument of social engineering—one of many means for regulating the conduct of politically organized society. We must free ourselves, he declared, from the metaphysical conceptions of the law that we have inherited and reconsider it functionally, abolishing those barriers that are in the way of the exercise of social responsibility, strengthening the preventive elements which so far exist only in their rudiments. He was not optimistic as to the ease with which such a change might be effected; but like other speakers he found promise in the growing team-play between many social agencies of which the courts and administrative organisms of the law are among the most important though as yet the least affected by modern thought.

Preventive Justice

WHERE we take into account that in the battle against crime, as in every other form of social welfare work, prevention is more important than cure, we will then see that every criminal prosecution is not merely the ascertainment of the offense which has been committed and the identification of the offender, but that it is also a problem of ascertaining, first, the best treatment of the offender from the point of view of destroying or reducing his future danger to society and, secondly, drawing the lessons to be learned from the history of the offender as to the social causes of crime in the community.

ALFRED BETTMAN

MODERN science of law looks at loyal institutions and rules and doctrines functionally. It does not inquire about their abstract justice. It investigates their concrete workings. Hence it teaches us to put our faith more and more in individualized treatment of actual cases and in prevention, and less and less in abstract general formulas and punishment or redress after the event. It thinks of law as but part of a great process of social engineering.

ROSCOE POUND

IF substantial justice is not rendered the immigrant through the courts, or if he believes that justice is not done him, he is acquiring unfavorable ideas of our courts, our law, our government, of the state itself. The courts the immigrant comes in contact with the most are the lower courts, and some of them have treated him very badly and are still doing so. . . . The modern court is beginning to recognize that it is necessary to understand the client himself as well as to know his acts. Judges should consider knowledge of the characteristics of their immigrant clients as important as knowledge of the law they administer. Social agencies assisting immigrants in their contacts with the law should definitely provide for understanding the client as well as the case.

KATE HOLLADAY CLAGHORN

THERE is a denial of justice to persons in this country, not because of our laws which, in fact, are extremely just, nor on account of the judges, who are the most honorable group of our public servants. The problem lies in devising modern machinery to bring the laws out of the books and home to the people in our great urban communities. The denial of justice is felt by the poor of this country—not the social wrecks but the ordinary workingman of modest means—because of the expense of court costs, the delay of court procedure and the need for and expense of a lawyer. If a man cannot afford the money or the time to carry through a case at law, according to the existing methods, he may be left completely outside of the law.

JOHN S. BRADWAY

The Church

FOURTH DAY OF THE CONFERENCE REVIEWED BY

Graham Taylor

ONLY once before in all these fifty years of the conference proceedings has the church had its day in this higher court of common pleas. But it was no such day as this Sunday. What happened was no happening at all. Everything that occurred bore evidence of careful forethought long beforehand by the chairman of this section, Mrs. John M. Glenn, and her associates. Nothing was left haphazard. Large liberty and incentive for spontaneous expression met with quick and full response. The single purpose of the program took up all the slack in the time available. As stated by the president of the conference this purpose was "to think together of the part that personal religion must play if there is to be progress through social work."

To this end a most tactful beginning was made in arranging for the morning church services. Instead of having a service, preacher and sermon of its own, as hitherto, the conference transferred the center of its gravity to as many churches of all denominations as welcomed its representatives to their pulpits and Sunday schools. The theme set for all of them was Personal Religion and Progress Through Social Work. Thus common ground was found and well occupied in accord with the distinctive types of personal religion set by Catholic, Jewish and Protestant churches. Yet the appeal to these various types was coordinated by the single emphasis everywhere placed upon social work as the means through which the promotion of religious progress was being considered.

Preparatory to this attempt to bring to the youth of the church interest and incentive in the service of their own local communities, some simple words of suggestion were sent to teachers of young people, and to the young people themselves a story-like description of the Twentieth Century Good Samaritan, in the hope that their attention and inquiry might subsequently be attracted towards the social work needing to be done, or under way, in their own localities. This effort should impress upon all adult social and religious workers the opportunity and obligation to start earlier to recruit not only leaders but the rank and file as well, both of whom must be vastly augmented if the hope of social and religious progress is ever to be realized.

The four noon lunch conferences were designed to lay down the lines along which progress is to be made, and they actually registered many way-marks of the progress already attained, largely through religious cooperation with social work. Three of these conferences were free floor discussions on such questions as: How the church may relate itself to the social work of the community; How, from the standpoint of the rural community, social work under church or

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community auspices is to be regarded; Whether the urban church can function as an inclusive community organization, with an ideal program of its own and in relation to other agencies; Whether the church should attempt to engage in technical social work. So eager was the discussion of these latter questions that the time for adjournment had to be extended three times.

Perhaps the most significant of these conferences was the one devoted to the Theological Seminary and Training for Social Service. Its chairman, the Reverend Professor W. J. Kerby of the Catholic University at Washington, gave a luminous description of the training for the priesthood and the social trends being given in the several departments by socially minded professors such as Father Ryan, whose teaching has overflowed in such valuable books as his Living Wage and The Church and Labor. The social ideal and practice of Protestant and Jewish training schools for their ministries were as frankly and fully presented by Dean Shailer Mathews, of the Divinity School of the University of Chicago, the Reverend Charles Bridgeman of the Episcopal Church National Council and by Sidney E. Goldstein, director of social service in the Free Synagogue and Jewish Institute of Religion, established by Rabbi Wise in New York. Jeffrey R. Brackett, formerly director of the Boston School of Social Work, advanced the view of ministerial training held by professional schools for social workers, venturing to register their opinion that with few exceptions the ministry should be trained to be socially minded and intelligent enough to cooperate with social agencies, rather than be prepared for technically expert work.

The substantial accord of Catholic, Protestant and Jewish aims thus set forth was all the more significant because of their differing methods. The social service of humanity loomed larger than ever as the common denominator of religious fellowships as yet divided by irreconcilable creeds and polities. This spiritual accord was demonstrated still more publicly at the great evening theater meeting in which the many experiences of this notable Sunday culminated. Here again extremes met in the unity of the spirit to exchange their values. Abbé Jean Viollet of Paris, the wounded war hero of the French army chaplains, the defender and promoter of French family life, the initiator of legislation for better houses and working conditions, plead in his own language with impassioned earnestness for the church to take its full part in social work, especially in associating the families in each locality, and federating such family associations for larger influence upon national customs and legislation.

From the same platform with the heroic French leader a German heroine, Dr. Alice Salomon, spoke her message. Director of the Berlin Training School for Social Work, she has helped start and develop a score or more of similar schools in Germany, all of which still work apart from universities. From the German Ministry of Social Welfare she has elicited recognition of the need for the professional training of its employes. Her text book is widely used in Germany and her writings are widely read in the American and English magazines to which she contributes. Referring to the complete change in the form of government and the ordering of social work in Germany during the last few years, she said they had "come to realize that exterior changes never go to the root of things, and that only when changes are achieved within the souls of human beings is something accomplished to change the world." The need of cooperation, bridging national, racial and credal differences, she held, could be met only by the acceptance of the fundamental principles "that no one can make his life complete without making it overflow with sympathy, friendship and affection." Only thus, she thought, can humanity be delivered from "that pernicious philosophy . . . . of individualism which is at the bottom of all the distress, of all the horrors through which our generation was doomed to live."

With equal rebuke for church workers who ignore or unintelligently attempt social work and for social workers who neglect or antagonize the church, Dean Shailer Mathews, of the University of Chicago, demonstrated epigrammatically the dependence of each upon cooperation with the other. "For the church to omit either faith in God or faith in love as the supreme social principle is to become another sort of institution." While the church "must produce individuals of good will it should cooperate with well managed social service agencies of its own community rather than duplicate their activities." "In the field of moral education the churches must develop intelligent interest and sympathy sufficient to make social reconstruction possible without revolution. Here is where religious faith in the finality of love in social evolution is most needed."

Such a day as this Conference Sunday at Washington registers a truly marvelous advance in the social consciousness of religion and the religious consciousness of the socially intelligent. Both have found incentive and free development on the tolerant platform and within the still broader fellowship of the National Conference. The lone voices of years ago, such as those of Oscar McCulloch and the Wineses, father and son, rang louder from this platform than they could have from any pulpit of their day, calling for the prevention of crime at its source in perverted family life, and for the reformation of the criminal by wiser penal laws and prison discipline. But these solitary voices that lifted their cry in the wilderness have long since swelled into a great chorus. Behind adventurous pioneers such as Professor Francis Peabody at Harvard and William J. Tucker at Andover, Archbishop Ireland at St. Paul, Cardinal Gibbons at Baltimore, Washington Gladden at Columbus, and W. S. Rainsford at St. George's, New York, have at last rallied a sturdy, steady rank and file marching forward within and across denominational lines. Colleges, universities and seminaries have their departments or professorships of social science. Social text books, prayers, hymns and manuals appear from every religious press in the homeland and on foreign fields. Trained leadership for the Young Men's and Young Women's Christian Associations, and their Jewish and Catholic counterparts, is creating a demand for the teaching of the younger youth in Sunday schools and other children's organizations. Almost all denominations, and very many local churches, have their social service committees or commissions, while federations within and beyond their boundaries begin to have national and international weight in stimulating countrywide and worldwide efforts for the welfare of a higher humanity.

Perhaps the progress of these fifty years which this session of the National Conference commemorates can be measured no better than by the fact that the "soul" has become the self, that the parish and its local community have become interdependent for their stability and success, and that the catholicity of the churches demands as never before the international affiliation of all peoples in the parliament of man, the federation of the world.

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MILESTONES

An Outline of Soci

DRAWINGS BY HEND

The sketches illu

1873

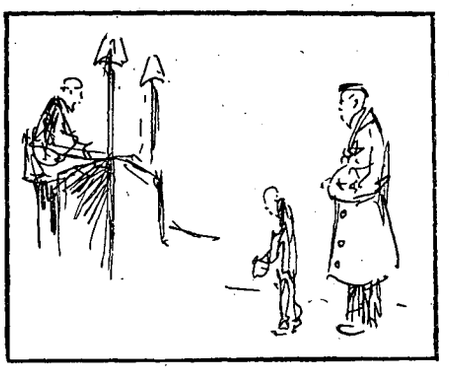
State Boards of Charities of Wisconsin, Illinois and Michigan meet informally at Milwaukee.

1874

First national conference of charities, New York.

1877

First charity organization society, Buffalo.



1878

First probation law, Massachusetts.

1880

Typhoid bacillus discovered by Eberth.

1881

Booker T. Washington establishes Tuskegee Institute.

Federation of Trades and Labor Unions (later the American Federation of Labor) organized.

1882

Tubercle bacillus discovered by Koch.

Cause of blood poisoning and wound infection, streptococcus, discovered by Koch.

1883

First federal quarantine stations established.

1885

Boston opens the "sand gardens," first supervised municipal playground.

Trudeau opens the first tuberculosis sanitarium.

1887

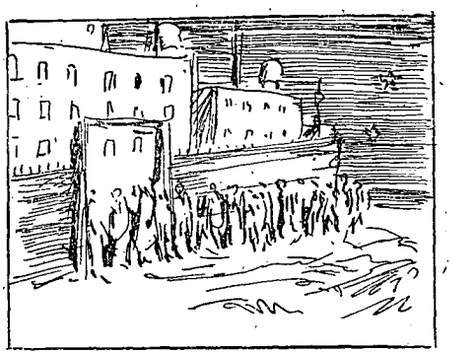
Neighborhood Guild (later University Settlement) founded in New York — the first American settlement house.

1889

Jane Addams opens Hull House in Chicago.

1890

Jacob Riis: How the Other Half Lives.



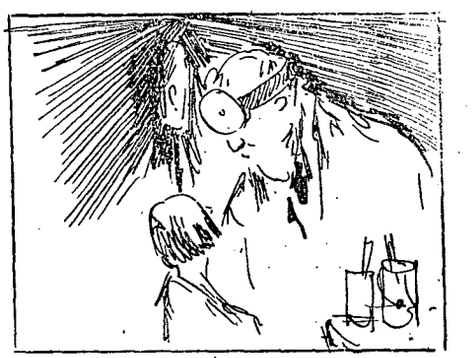
1891

Pope Leo XIII's encyclical on labor: "The remuneration must be sufficient to support the wage-earner in reasonable and frugal comfort."

1893

First eight-hour law for women in industry, Illinois.

First municipal diagnostic laboratory opened in New York, making possible municipal control of epidemics.



1894

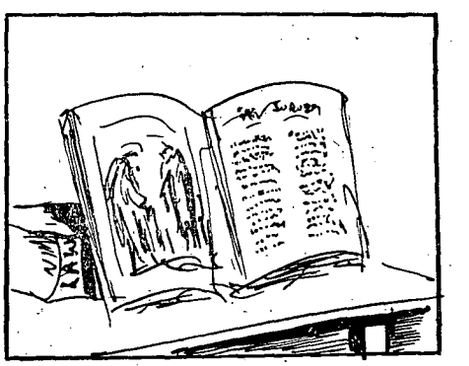
Medical inspection of school children inaugurated in Boston.

1897

Charities, later The Survey, established.

First federation for the support of Jewish philanthropies, Cincinnati.

National Conference at Toronto: first session outside United States.



1898

First general training school for social work: New York School of Philanthropy inaugurated with summer course.

Chicago begins municipal playground program: later a model for American cities.

1899

National Consumers' League organized.

Illinois and Colorado adopt first juvenile court laws.

First zoning law adopted by Congress for District of Columbia.

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FIFTY YEARS

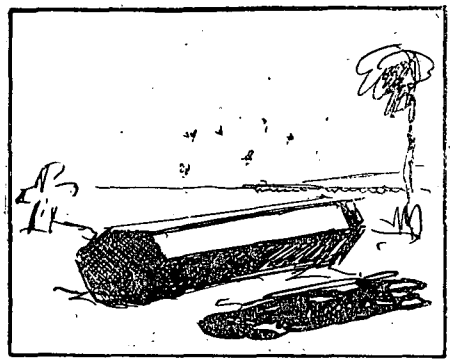
Progress Since 1873

WILLEM VAN LOON

he italicized items

1900

C. O. S. initiative results in appointment of New York Tenement House Commission, whose report led to "new law" of 1901 ending construction of dumb-bell tenements.



1901

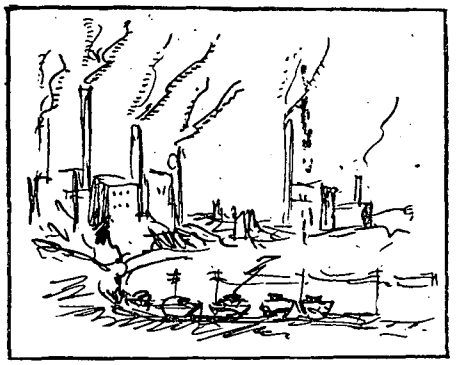
Mosquito found guilty of transmitting yellow fever (responsibility for malaria proved in 1897)

1902

First school nurse employed by New York City.

Roosevelt's Anthracite Coal Commission begins twenty-year peace in the anthracite fields.

Organized fight on tuberculosis begun by Charity Organization Society committee in New York, parent of National Tuberculosis Association.



1904

National Child Labor Committee organized.

1907

Pittsburgh Survey: first comprehensive and intensive community study in the United States.

1908

Protestants unite to form Commission on Social Service and Federal Council of Churches of Christ in America.

1909

Iowa abatement and injunction law, first effective check to disorderly houses.

1910

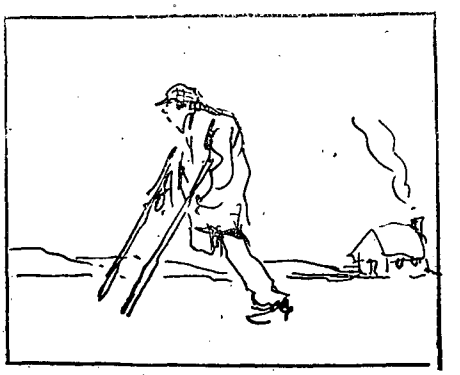
Collective bargaining established in the garment trades by first protocol, New York.

National Conference of Catholic Charities begun.

1911

First effective workmen's compensation laws adopted in nine states.

First mother's pension law adopted, Missouri.



1912

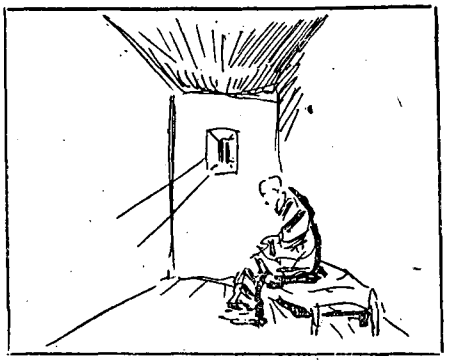
Federal Children's Bureau established.

Massachusetts adopts first minimum wage law for private employes.

1913

Cleveland sets pace for community cooperation: Federation for Charity and Philanthropy established. President Wilson's Industrial Relations Commission begins work.

Federal Department of Labor created by division of Department of Commerce and Labor.

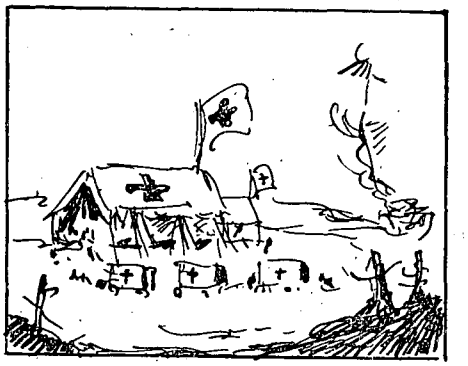


1914

Thomas Mott Osborne humanizes Sing Sing prison.

1917

American Red Cross expands under direction of the War Council.

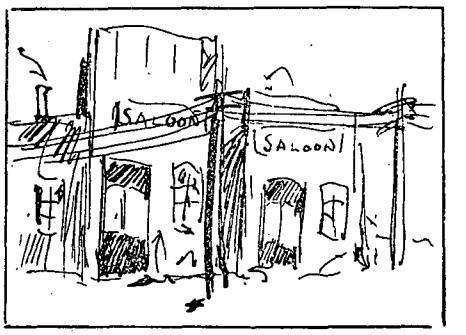


1918

Women's Division, later Women's Bureau, established in Department of Labor.

1919

Prohibition by constitutional amendment.



1922

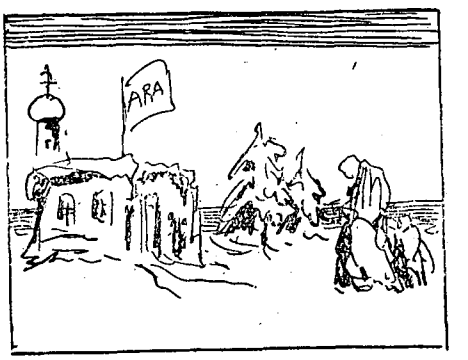
10,000,000 *Russians fed by American gifts and Congressional appropriation, under Hoover's direction.*

1923

First women's industrial conference, Washington.

Fiftieth anniversary of National Conference of Social Work. Supreme Court overthrows the minimum wage.

U. S. Steel Corporation reaffirms the twelve-hour day.



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The Home

FIFTH DAY OF THE CONFERENCE REVIEWED BY

Karl de Schweinitz

"GOD setteth the solitary in families." The quotation from the Sixty-eighth Psalm with which Gertrude Vaile concluded a talk before the American Association for Family Social Work might well have been taken as the text for the fifth day of the Conference, devoted to the home. One saw the family passing through a time of unusual changes, but passing through it to an even greater usefulness. The family is still the strength of the people, the best place in all the world to be born in and grow up.

It has, however, as Porter Lee pointed out, "been modified in the past, it is being modified now, and it will be still further modified in the future." In his paper at the general session Mr. Lee discussed some of the changes in social thought and standards which affect the family. He spoke first of all of comradeship:

> Married life means to most people at the present time permanent companionship which at its best may become comradeship. Is comradeship, in marriage, or elsewhere, in the present day an easier thing to achieve than it formerly was or a more difficult?
>
> Does this problem of the adjustment of personalities to each other grow more complicated? I think it does, and the reason is that the individual is more of an individual than he ever was before, and with the aid of science and invention he has developed a wider range of interests than his ancestors dreamed of.

Mr. Lee showed how in recreation, in reading, in music and in many other interests people were tending more and more to express themselves individually rather than merely as members of a group. The effect of this has been an increase in the number of outlets for self-expression open to the individual and a greater number of points of contact with other human beings:

> Next to the possession of a deeply treasured interest, the richest experience one can have is the sharing of it with another personality to whom it means much the same. Modern marriage offers the opportunity of many more points at which the interests of man and woman can be dovetailed, and to that extent it offers the possibility of a richer, more permanent comradeship between them.

But, on the other hand, it also contains the possibility of as many more points of incompatability. Life would be lacking a necessary element to happiness "if one lived with a person who shared none of one's interests, and it would become intolerable with a person who scoffed at them."

A complicating factor here is the fact that "the interests of human beings whose correlation is so essential a factor to comradeship tend to become crystallized later and later in life." The cultural, vocational and avocational interests are to a large extent the product of maturity. They do not become crystallized until possibly the late twenties, but people do not, and should not wait until then before they fall in love. The longer one waits to marry the more difficult it is to find a person with whose interests one's own interests are likely to fit, and in an early marriage, which every one agrees is the desirable marriage, there is the danger that the development of new and divergent interests may become a cause of incompatibility. The development of human comradeship is a bigger problem than it ever has been."

Mr. Lee referred to the importance of the new position of woman in its effect upon family life, and then discussed the influence upon the home of the changing attitude toward authority. He made a most interesting analysis of the nature of authority, contrasting constituted authority, the authority which a person exercises by reason of his office, president, king, teacher, parent, policeman, with inherent authority, the authority of experience and learning, leading to judgments which less experienced, less learned persons are willing to follow.

He concluded that the growing disrespect for authority is "for authority which is constituted but not inherent."

> Men are no less willing than they ever were to accept leadership, to be told what to do, but they are increasingly restless when advice or instructions come from persons who have only a constituted right to give them and no inherent authority with respect to them.
>
> The authority of a father over his son totters on its foundations when the son asks for assistance with his algebra lesson and is met by complete indifference. It totters only slightly less when he is met by abysmal algebraic ignorance. If respect for parents is an important element in holding the family together, that respect must not only be accorded by children; it must also be won by parents.

The fourth factor which Mr. Lee considered as having an important influence upon family life is the present outspoken interest in sex:

> The current interest in sex cannot all be bad. If we have sufficient honesty and courage to face facts we shall discover that however much good may be credited to our traditional safeguards around the subject of sex, they must be charged also with a considerable measure of evil. In common knowledge they have been responsible for no small measure of marital unhappiness. The family physician, the confessor, the guide, counsellor and friend long preceded the psychiatrist in coming to a realization of the terrific problem of adjustment within married life which sex imposes. What has been a burden to be borne it is reasonable to expect that sex education, psychiatry, and a saner attitude towards the biological nature of man may succeed in lightening.
>
> We are learning also through the revelations of psychiatry the terrific cost of our traditional program for the control of the sexual impulse. Repression and fear as a basis for the organization of oneself are a foundation of sand. How much of human unhappiness, how much of the sense of failure, how much of the antagonisms which lead to open strife among men are due to these repressions we do not know, but modern psychological science affords ample reason for seeing a cause and effect relationship between them.
>
> I am not one of those who believe that sex is essentially indecent. To regard the experience through which the richest of spiritual gifts come to men and women, the gift of children, as indecent in itself is abhorrent to every fundamental sense of decency. I am not one of those who believe that indulgence of the sexual instinct is a concession to animal nature legitimate only when its purpose is procreation. Under the refining influence of the human spirit seeking its way upward, beauty has been found in every function of the human personality. If once we could free ourselves of the dead load of fear we should find all of us, as indeed many of us have done already, beauty in the sex relationship in and for itself. This is not an argument for the relaxing either of self or of social control. It is an argument for an honest search in the light of modern knowledge and modern thought for the bases of self-control which will preserve our ideal of family life.

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Throughout his paper Mr. Lee made clear his belief that whether we seek to conserve social institutions by preserving them rigidly in their present form as the conservatives would do, or by modifying them to meet new conditions as the progressives would do, we should begin our activity with a consideration not of a program, a theory, an ideal, or a creed, but with the human being—his capacities, his limitations and his interests.

The part which social casework has played and must play in all this was discussed by Gordon Hamilton, who presented a brilliant and sympathetic study of its development from the time when philanthropists, with the exception of a few clear-sighted folk, "had been helping poverty, not people." She showed how treatment, having first been objective, had now become subjective and interpretative, and concluded:

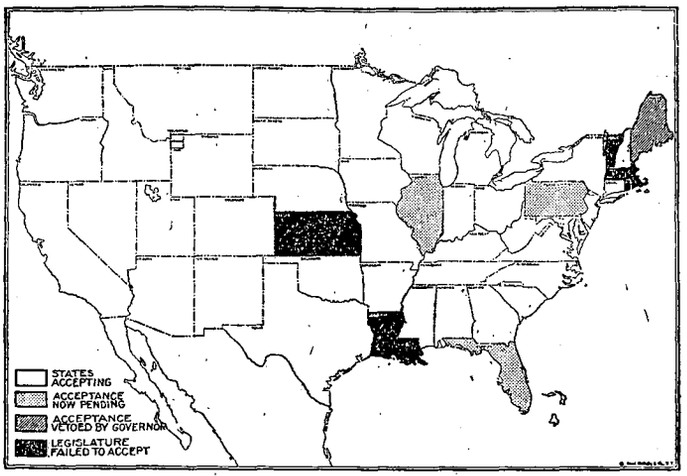
> The casework of the next fifty years will see more scientific diagnoses and evaluations, both scientific and spiritual, better records, a more harmonious integration of the hundred specializations of today which are now too often mutually exclusive, a "greater sensitiveness to living," the art of dealing with people by the casework method carried into many more fields of human relations, more research, clearer international conceptions, and treatment, *i. e.*, the art of healing, going forth in the clear light of knowledge.

Jessie Taft, following Miss Hamilton, spoke of the connection between mental hygiene and social casework. "Social casework was starving for a practical human psychology, and had been fed for the most part on academic husks. The doctrines of mental hygiene and the new psychology came as the fulfillment of a long-felt conscious need. Social casework has often been its torch-bearer amid medical and educational darkness." Miss Taft suggested that education and the public school would be the next objective of social casework and would constitute its most absorbing interest.

Anna C. Haskins traced the development of social casework with children and emphasized the importance of a closer interrelationship between work with families and work with children.

Then Henrietta J. Lund swept the discussion from the complexities of modern life to the Crowfoot reservations in North Dakota and showed her audience the needs and the possibilities of social casework among the Indians. Dr. Alice Salomon, director of the Berlin Training School for Social Workers, in speaking of social work in Germany, said that of a population of sixty million, nine million persons were receiving relief in some form or other. The tendency in casework there is to concentrate upon family casework. She found an encouraging attitude in the governmental departments: they show "a passionate eagerness to organize the life of the nation on the basis of social equality and equal opportunity."

The need for the integration of international backgrounds



Prepared by the Children's Bureau of the U. S. Department of Labor

THE MATERNITY AND INFANCY ACT

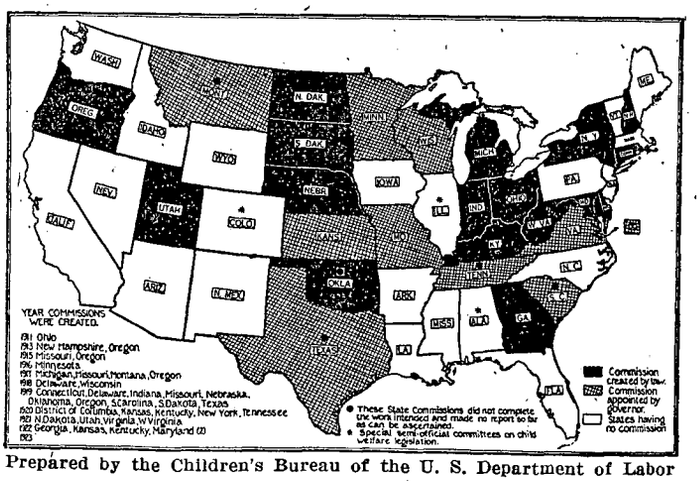
The provisions of the Sheppard-Towner act have already been accepted in thirty-nine states, and its acceptance is pending in three others

with present environment was urged at an earlier group meeting by Ethel Bird and Mary E. Hurlbutt of the Department for Foreign Work of the Y. W. C. A. Their contrast of the rich spiritual and cultural setting which vast numbers of our immigrants leave behind them, with the barrenness of what they find in America, is a challenge to all the social forces in American life.

At the evening session Mrs. Ethel Puffer Howes spoke of the mother in the home as being in a sweated industry, and discussed the obstacles placed in the way of the development of the mother's personality by the multitude and complicity of household tasks. At a morning session Mary N. Winslow, of the Women's Bureau of the U. S. Department of Labor, showed how this problem was still further accentuated for the nearly two million married women who are gainfully employed. This is an increase from 515,000 in 1890, the increase being largely in trade and transportation and manufacturing and mechanical industries. Between 1910 and 1920 there was a decrease of 12 per cent in the number of married women employed in domestic services.

It is not just a desire for personal freedom that is taking them into wage-earning pursuits. What they are working at such great cost to obtain is a chance for their children to have health and education and for their families to have a satisfactory home life.

We cannot say definitely from any facts we have now whether under present conditions the married woman in industry is entirely an asset or a liability to her family. We must know a lot more than we do about the social consequences of the employment of married women before we can say in sweeping terms that they should not be employed. And we must find a substitute for their necessary contributions to the family support, or else we shall be getting out of the frying pan into the fire. Married women have done a good many different kinds of work since the beginning of time. The work they are doing in industry is merely a transposition into another location of many duties which they formerly carried on at home. The


YEAR COMMISSIONS WERE CREATED.
1911 Ohio
1913 New Hampshire, Oregon
1915 Missouri, Oregon
1916 Minnesota
1917 Michigan, Missouri, Montana, Oregon
1918 Delaware, Wisconsin
1919 Connecticut, Delaware, Indiana, Missouri, Nebraska, Oklahoma, Oregon, S.Carolina, S.Dakota, Texas
1920 District of Columbia, Kansas, Kentucky, New York, Tennessee
1921 N.Dakota, Utah, Virginia, W.Virginia
1922 Georgia, Kansas, Kentucky, Maryland (2)
1923
Commission created by law.
Commission appointed by governor.
States having no commission
These State Commissions did not complete the work intended and made no report so far as can be ascertained.
Special semi-official committees on child welfare legislation.

Prepared by the Children's Bureau of the U. S. Department of Labor

STATE COMMISSIONS ON CHILD WELFARE LAWS

In thirty states commissions were created between 1911 and 1923 for the study and revision of child welfare laws. Five of these commissions (states marked by a black dot) did not complete their work and made no report. The white states had no official commission; those starred, however, had special semi-official committees on child welfare legislation

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difference is that now the married woman cannot tend a spinning machine with one hand while she takes care of the baby with the other.

Viola I. Paradise described the bad working and living conditions affecting many large families who engage in seasonal agricultural work. Housing received attention from the speakers at almost every meeting, but in addition a special session was devoted to the subject. Mrs. Edith Elmer Wood urged the utilization of postal savings deposits for housing loans as a next step toward meeting the shortage in dwellings. She described progress in housing in New Zealand, in England, and on the continent. She prophesied that in ten or fifteen years, Holland would become completely a properly housed nation. Bleecker Marquette discussed the human cost of inadequate housing, and described a model development at Mariemont in Cincinnati.

It is not possible here to discuss the two excellent papers by Tracy Copp and Frank J. Bruno, upon Cooperation of Social Workers with Public Officials in the Enforcements of Laws which Affect the Welfare of the Family. Mr. Bruno referred to the fact that in the development of modern law "attorneys are finding their best opportunity in civil and particularly in corporation law. They have almost placed the stamp of professional approval exclusively upon the attorney who becomes a corporation or business attorney, and because the other positions have had to be taken by men of less ambition or less skill, the attitude of the profession has been to regard these other positions with less respect and less professional approval. So long as it is true," he concluded, "that the lawyer who takes criminal cases and the lawyer who is willing to go into politics is not regarded as having attained a measure of success by his own profession worthy of recognition, the enforcement of law in which social workers are interested will continue to lag seriously behind even a reasonable expectation."

The Church and the Home

THE organization of modern society offers another problem which is as important as that of the social training of the citizen, and that is the defense and preservation of the family. . . . It is through and in the family that . . . both parents and children serve their apprenticeship, as it were, in the spirit of solidarity and social responsibility. . . . However important the economic factor may be in the struggle of the family against the causes of destruction, it remains none the less true that this problem depends above all on conscience and the moral law. Hence Christianity must have the chief part in the reconstruction of the modern family.

ABBÉ JEAN VIOLLET, *Paris*

WE HAVE during the last years completely changed our form of government, our social order, our constitutions and laws. In doing this we have learned one lesson: no exterior change, no new structure is sufficient in itself. This has led us into a religious revival. We have realized what Tolstoy expressed as the final result of all his mental and spiritual struggles: . . . . "Only if something is accomplished within the soul can the world be changed." This is the underlying principle of social work. There is our wonderful opportunity; there is our enormous responsibility. That is where we, the social workers, must help the churches: to accomplish something within the human heart.

ALICE SALOMON, *Berlin*

Education

SIXTH DAY OF THE CONFERENCE REVIEWED BY

Joseph K. Hart

WHEN heterogeneous groups of people talk about schools and education the talk flows freely and far and wide. A good deal of emotion is released; a good deal of somewhat vacuous idealism is expressed; wishes take the place of definite programs; and the fallacy of "if" is much in evidence. School Day, at the Washington Conference, was an eight-ring performance, with variations. The talk ranged all the way from minute discussion of techniques in the handling of handicapped children to the development of broad educational and social theory. One single phase of the problem of education, alone, was neglected. Unfortunately, that single phase is the most important aspect of the whole educational problem, today.

An amazing amount and variety of work of special interest to social workers is being done in the schools, or in connection with them. Many aspects of this work were reported upon and discussed in the various sectional meetings which Mrs. Helen T. Woolley, of Detroit, chairman of the committee on schools, had arranged, and in the two general sessions which were devoted to school and educational problems. The eight section meetings dealt with: Programs for physical health in the school; Provision for physically handicapped children in the schools; School programs for mental health; Special provision in the schools for those with mental handicaps; The relation of the school to occupational life; Social casework as applied in schools; School programs for sex education and for recreation; The contribution of the school to social work with adults.

The reports and discussions showed that much social casework is being done with children who are physically or mentally handicapped. Some attention is being paid to the problems of mental health and to sex education. A great deal of effort is being expended in the protection and enrichment of the physical health of children. Here and there, something called vocational guidance is being attempted, though this has to do almost wholly with fitting children into industry. The schools have some interest in developing recreational opportunities for the children. And in some parts of the country, it is said, adults are showing some interest in education, their own and their children's. This last statement is little more than hearsay, however.

From the standpoint of social work this looks like a big program. But from the standpoint of education this program has many defects, as well as some excellencies. For example, it indicates that the schools have developed the greatest amount of intelligence in connection with their care for the ineffectives. The school's work with retarded children is, on the whole, much more intelligent than its

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work with normal or gifted children. That is to say, the school's work with normal and with gifted children is still almost wholly academic, traditional, routine; whereas, its work with the subnormals has taken on a rather decidedly scientific flavor. This development is not unnatural or unusual. The defective is a problem, and science develops in the direction of problems.

But the extent and effectiveness of this work with ineffectives tends to give social workers and even the general public a false impression as to the whole program of the school. The naive mind argues: If the school's work with defectives is so intelligent how much more intelligent and effective must be its work with the normal and the gifted children! Of course, the argument is fallacious. Scientific method, however inconceivable this may seem, has penetrated one phase of the school's activities only. It has scarcely touched the work with normal children. (It is experimenting in that field at present—but on the purely intellectual side.)

Some curiously naive assumptions remain with us in the field of work for gifted children. It is assumed by some theorists that gifted children should be segregated and educated in a rarified intellectual atmosphere. The result, it is admitted by these theorists, may be "intellectual snobbery"; but it is argued that the world needs more intellect, and if we can get more intellect only by getting more snobbery, then we should accept the alternative and be thankful.

The failure of scientific work to "carry over" was illustrated by the outcomes of much of the conference discussion. It was argued at least ten years ago that the study of the subnormal mind would prove advantageous to the work of the teacher of normal children. The insight into educational processes which the study of slow minds would reveal was to make the work with better minds more intelligent and constructive. The argument has not been verified. It is all too easy to argue that the same drill processes which produce the pathetic results sometimes achieved with defectives must be used for average and gifted minds. Scientific method is too literal. It lacks imagination in making transfer from one field to another.

Moreover, the fact seems to be that the study of subnormal minds led to the development of the intelligence tests and standards of measurement. Those tests and standards have been valuable in the field of subnormal mentalities. But the application of those tests and standards in work with normal children has not always been happy in results. Those measurements have tended to make educational theorists think of their work almost entirely in terms of materials—introducing a new sort of scientific materialism. And they have tended to make class-room teachers think of children too much in terms of their limitations. The developments of modern social psychology are thus largely ruled out of both the theory and the practice of the schools.

The school's most conspicuous weakness is in dealing with the average normal child. In respect to this problem the conference program revealed its main weakness. Of course, the makers of the program may argue that this problem belongs to technical education, and that it will be discussed at the N. E. A. meetings next month. But the social fate of the average child is not the concern of educators alone. Social work, as a part of the problem of civilization, is bound to be concerned with the level of intelligence which education produces in the community.

It is doubtful whether the school man can dissociate himself from his academic limitations sufficiently to get the perspective needed for dealing with gifted children. At this point intelligent social work might save the day. The gifted child will always educate himself—given the raw materials. Those materials are of two sorts—problems to be solved and some hints as to the sources of knowledge. The social worker, less bound by pedantic routines, might be expected to understand the gifted child better than the teacher does. The academic teacher plays havoc with the promise of intellectual life in our children. The deadly grind of the school kills the best first.

And the problem grows more difficult all the time. When the life and work of the community were adequately educative for a place in the world, school added the graces of reading, writing and the use of figures; and it socialized the children by the mere fact of their spending much time together. But that community of life and work is gone. The problem is changed about. Professor John Dewey gave expression to this change in a notable address. He said:

> The nation has reached the limit of its stage of unconscious movement and expansion; it has reached the stage of economic and social *problems*. We cannot trust any longer to the natural unguided working of democratic forces. We have to take stock, plan ahead, reform evils and make our achievements secure. The educational system must be the chief instrument in this movement.

Former and Reformer

IT IS NO LONGER ENOUGH, in order that the school may perform its work, to assemble the pupils in common work and play. It is necessary that the whole administration of the school, its curriculum and methods should be revised from the point of view of their contribution to this task. Some of the items that must be included in this task are: First, the inculcation of a spirit of international good will in opposition to present tendencies toward a narrow, exclusive and jealous nationalism, miscalled patriotism. Second, the fostering of mutual respect among racial groups: teaching geography, history, literature and the arts in such a way that each racial group shall learn to admire the gifts and achievements of all others, and so that each group shall feel that in becoming assimilated to the spirit of American life it has something worth-while and distinctive to contribute. Third, a more frank facing of economic and industrial issues in their relation to all social interests. It is not meant, of course, that any "ism" shall be taught. But at present students go out into the world ignorant of the realities of the situation into which they will be obliged to enter, or with a highly idealized picture of industrial society—its high lights intensified, its evils put in deep shadow and its problems slurred. They have next to no intellectual preparation to meet the problems and hence become easy victims of class or partisan spirit or at the mercy of plausible propagandists and demagogues.

At the present time, the greatest need is the awakening of teachers to their social office and function and the responsibilities therein entailed. They must put aside the habit of thinking that social questions are the concern of none but professional social workers, philanthropists and politicians. They must recognize that they themselves are first of all social workers, constructive engineers of future society, statesmen in the deepest sense. In the golden words of Horace Mann they have to act in the consciousness that "Where anything is growing one former is worth a thousand reformers." JOHN DEWEY

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There are certain marked dangers at present. One of them is the growth of racial and sectarian animosities, with the desire of some influential sections of the community to identify Americanization with conformity to the standards and beliefs of their own group. Along with growth of intolerance there is the disposition to resort to force rather than persuasion and reason to attain ends; not only force in the form of violence but force under the name of law. I need only mention the recently repealed Lusk laws of New York state and the unrepealed constitutional amendment in Oregon. There is also a tendency to decree what shall be taught and how, in the interest of some special social group, as is witnessed in the action of a number of state legislatures enacting just what myths about our own history must be included in school text books.

These things are important as symptoms of underlying tendencies to strife and division. The attempt to secure unity of consciousness, of desire and purpose, by force is fatal. It only breeds further divisions and makes old ones more acute. The social work of the school in acting not externally and by force but upon the mind through its enlargement and by humanizing sympathies, thus becomes more needed as it becomes more difficult.

Dr. Bernard Glueck, director of the Bureau of Children's Guidance of the New York School of Social Work, recognized this problem in his discussion of the psychopathic child.

He pointed out that the ordinary procedure of the school classroom is apt to aggravate unhealthy reactions of psychopathic children and stated that the educational system needed modifications which would make it possible to understand these children and to assist them toward a better development of their personalities. He made a plea for greater realization on the part of educators of the need of training children for "the business of living" in addition to mastering the regular courses of study.

But this mastery of the business of living cannot be taught in schools. Ages ago a wise man said: "The destruction of the poor is their poverty." We may say of the schools, today, that the destruction of education is schooling. Social workers have a tremendous contribution to make to education: they can help to socialize it. At present, however, social workers are too respectful to the school as an institution. Many social workers long for a greater degree of institutionalization, themselves. Hence, they are not, and are not likely to be, critical of the schoolishness of the schools.

In fact, much of the discussion in both the section meetings and the general sessions on School Day was an implicit glorification of the repressions and controls of individuals by groups. Group pressure makes little children eat spinach against their wills; group pressure makes the innovator be good and dull. Even casework will soon be losing its basic care for the individual and will become standardized.

The contact between school men and social workers in these great conferences should be fundamentally helpful to both. Nothing is more needed today than real breaches in the walls that now separate institutions and institutional workers. But it will be unfortunate if these contacts between workers from hitherto rather distinct areas should project and emphasize the most specious elements in the equipment of each type of worker. In any such meeting of workers, each side may exhibit its favorite playthings, holding them up to the view of the others, and recommending them for adoption. But, in any such meeting another outcome might be found, too: contrasting points of view and diverse techniques might appear as problems in social procedure, stimulating inquiry and thoughtfulness about the whole program of social and educational work.

Public Opinion

SEVENTH DAY OF THE CONFERENCE REVIEWED BY

Geddes Smith

FOR all the four thousand delegates who jostled their way into crowded auditoriums, for all their satisfaction over tangible evidences of their influence, the social workers at Washington felt themselves to be —as in truth they were—a militant minority in a nation very largely indifferent to their activity. So when after six days of considering concrete subjects like health and the home the conference turned to the nebulous topic of Public Opinion it was inevitable that the discussion should be colored by the psychology of minorities. The center of interest was not what the public really wanted in the way of social progress, but how social workers could make the public want—or at least finance—what they knew it ought to have. A majority can afford to be in some doubt as to what it really wants; and can even take steps to find out in a leisurely fashion. A minority must seize what levers it can command and heave away, without too much speculation either on its own purposes or on those of the majority.

Conceivably the day might have been one of exploration. There is vital and growing significance for the social worker in the psychology of industrial groups, or racial minorities. The behavior patterns of chambers of commerce, or philanthropic Shriners, or Rotarians, have much to do now and may have more to do in the next fifty years in determining the amount and quality of the resources on which welfare workers can draw. We know little about the comparative effect of various types of social work on the psychology of the recipient, and less about the relation between his psychology and the public opinion of a whole community. Aside from one paper by Mrs. Lucia Johnson Bing of Ohio, which had the limitations as well as the charm of the questionnaire method, there was little or no attention paid to the actual content of people's minds as to social work and social workers. Any of these inquiries, and many more of the same sort, would have been interesting; they would have shed light on the day's topic; but speaking from the pragmatic standpoint of the minority they would not have been practical. One listened in vain for a hint that the public ought perhaps to share creatively as well as passively in its own advancement.

"The unique service of private philanthropy," to quote Rowland Haynes of the Cleveland Welfare Federation, "is that it has done those things which the people as a whole would not do." The day was given over, properly enough, to taking tally of the progress already made in persuading public opinion to accept the leadership of social workers, and to surveying the channels through which that leadership might profitably be extended.

If politicians have a sixth sense by which they know when a "movement" is ripe for public favor, as Mrs. Henry Moskowitz of New York said at the evening general session,

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the degree to which social welfare programs have penetrated political platforms is one of the most interesting indications of their status in public opinion. Mrs. Moskowitz, a close adviser of Governor Smith, knew her ground thoroughly when she summarized the life-history of social efforts:

> Movements—the joy of the social worker—proceed in a world of their own, swinging along in their own orbits. They pass first through the state of agitation, when the prophet and the misfit go from door to door peddling an idea and a contribution, and at last they cohere in a movement. Next, as the movement gains force, opinion comes into play and minority opinion becomes strong enough to be recognized by a fighting group. Whenever this stage of minority opinion becomes strong enough to gather such momentum that it arrests the attention of the practical politician, the movement becomes ripe for a political platform. . . .
>
> When social issues predominate in a political platform the history of American politics shows we have the greatest amount of independent voting. Political parties rarely have a clear-cut cleavage in the larger units of political organization, and this independent voting constitutes an important and vitally decisive factor for both parties.

Before 1912, she recalled, only the lesser national parties had seen fit to give any but the vaguest recognition to social considerations. But a section of the Progressive platform of that year "read like a volume of The Survey." Between the Progressives and the woman suffragists social welfare came squarely into the field of political activity; the Democratic platform of 1916 and both major parties in 1920 declared explicitly for a number of welfare projects.

"Social issues are now held in the foreground by the woman vote," Mrs. Moskowitz continued. "Social work has everything to gain and nothing to lose by utilizing the force of political action." Even an unsuccessful campaign, she believed, was much more valuable in enlightening the public than any other form of educational effort. She predicted that the adverse decision on the minimum wage would stir both major parties to action in the elections of 1924, and urged that social workers get their projects and hopes written into both platforms. "Social work underestimates rather than overestimates itself," she said. In key with this remark Governor William E. Sweet, whose campaign in Colorado turned largely on social issues, exhorted the conference to see its job in a big way and challenge the country to greater and greater support.

Another political check on the public acceptance of social work programs is provided by the referendum, heralded a dozen years ago as a democratic panacea, and now accepted as a familiar and useful device in many states, particularly in the West. One of the morning groups was devoted to a review of referendum votes on health and welfare proposals in Washington, Oregon, California, Colorado and other states. The testimony offered from various fields agreed with the experience of the tuberculosis organizations as summed up by Philip P. Jacobs: "If the voters of a community are given an opportunity to express their opinion after a proper process of education upon a question pertaining to tuberculosis institutions or similar provisions, they will in the great majority of cases vote overwhelmingly in favor of such a proposition, even though the clear and definite implication of such vote is an increase in taxation."

With questionnaires, interviews and foot-rules Mrs. Lucia Johnson Bing of Ohio and Leroy E. Bowman of New York, taking the general public and the press as their respective fields, undertook to answer the difficult question: How Far Has Social Work Influenced Public Opinion? Some of Mrs. Bing's amusing specimens of the lay mind have already been exhibited in The Survey (January 15, 1923, p. 531; May 15, 1923, p. 252). The most suggestive revelation of the study was the feeling, apparently widespread, that social workers fail to see the other side. "Social workers, next to ministers, are the most narrow-minded of professional people, from constantly being in a position where they tell the other fellow how to live." This is a serious arraignment—if not of the social worker's psychology, at least of his contacts with the public. Mrs. Bing struck a note too seldom heard with her straightforward question, "How long can the social worker afford to be indifferent to public opinion?"

Mr. Bowman found, by comparing representative journals of fifty years ago with those of the present, that the proportion of total reading space allotted to what might be called social work had apparently not increased in the interval. This was, however, the result of balancing notable increases in certain prominent dailies against notable decreases in others. Mr. Bowman's conclusion, after questioning editors and reporters as to their attitude toward social work, social workers, and their news value, was that "the differences seem to be accounted for more by the general social attitude of owners and editors than by the form of the publicity material furnished by social workers. The solution of the problem of more and better publicity for social service seems to lie in the education and broadening of editors and owners with regard to social problems." If, however, one asks the broad question, "What does the press think of social work?" the answer today must be "Not much!"

To influence public opinion the social worker must not only tell his story well: he must have a convincing story to

Public Opinions

Social work is in politics to stay.—Mrs. Henry Moskowitz

The public is not short of intelligence. It is chronically short of facts.—Robert W. Kelso

Morals are the concern of conservatives, and thinking the concern of radicals.—Carl Van Doren

Social workers are 75 per cent nuts.—Ohio merchant, quoted by Mrs. Lucia Johnson Bing

Social work as a community force has not impressed itself upon the general public.—C. M. Bookman

In the adjustment between Negroes and whites the real problem is the problem of the white mind.—Graham R. Taylor

Hundred per cent patriotism and confidence in Nordic superiority are the two most dangerous ideas in the world today.—Herbert Adolphus Miller

The problem in creating an informed public opinion is not in putting the information before the public, but in making it stick. An appeal to the emotions makes it stick.—Gerald W. Johnson

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start with. The technique of publicity was thoroughly worked over in the energetic kindred group which devoted most of its afternoons and evenings throughout the week, under the leadership of J. Byron Deacon, to clinics, discussions and demonstrations, dramatic and otherwise. This left the conference free, in the group meeting on Social Programs and Public Support, to throw emphasis on the factors which underlie formal publicity.

William J. Norton, of the Detroit Community Fund, stressed the importance of efficiency in operation, courtesy in public contacts of every sort, and the production of convincing results, and reminded his hearers that of all instruments for telling the social work story none is more valuable than the everyday chain of conversation across desks and dinner tables—which begins when genuine satisfaction is felt over the work which social agencies are doing. To C. M. Bookman of the Cincinnati Community Chest the most important prerequisite for a favorable public opinion was a unified, definite, understandable program, on which all elements in the community could unite, and which would command the joint effort of all the agencies for social welfare. But he pointed out that public opinion is built up by giving the public the facts and waiting for evolution to do its work; pressure on the public is often undesirable and some phases of social work are best kept in the hands of a minority. The need for mutual understanding among welfare agencies was echoed, from the standpoint of a special group, by Rev. C. H. LeBlond, supervisor of Catholic charities, Cleveland.

So much for the story to be told. As to the telling, printers' ink naturally came in for a large share of attention. At the general session William Preston Beazell of the New York World recounted specific services of the press in bringing human problems into vivid relief. In a morning group Gerald W. Johnson of the Greensboro News, Greensboro, N. C., stated admirably the fundamental and difficult task of publicity:

> The problem of creating an informed public opinion lies not in making men learn, for that they never do consciously; nor in making them reason, for they are ready enough to argue; nor in making them think, for God alone can do that; but in making them *see*. It is a matter of visualization, an enterprise in pictorial representation; for if at any time they shall see with their eyes, they will also hear with their ears and understand with their hearts.

In another group Howard W. Odum, editor of the Journal of Social Forces, told how the research journal might serve as a means of rapprochement between the scholar and social worker, and Honoré Willsie Morrow, formerly editor of The Delineator, plead for the cooperation of social workers with the "lowbrow" magazines which carried help to millions of plain people who had problems to solve in which the expert's knowledge was invaluable. Of all the professional groups, she said, physicians are the most snobbish, college professors next, and social workers not far behind.

On a still broader footing, two veteran authorities discussed The Settlement as an Influence in Public Opinion, 1886-1923. John Lovejoy Elliott, recalling the remark that our government is characterized by apoplexy at the center and anemia at the extremes, held out the hope that a combination of the method of the settlement—objective in its program, but too often housebound—with the outlook of the community organizer—aspiring to genuine democracy, but often descending to mere talk—would provide the beginnings of "organs through which the local community spirit can express itself." Graham Taylor traced nation-wide effects of the settlement spirit as it has touched the family, standards of living, relations between the races, and the business of the church. Recalling Miss Wald's initiative, and Miss Lathrop's and Miss Abbott's work, he said:

> The federal Children's Bureau is perhaps the most outstanding evidence of settlement influence upon national policies, since it contributed not only initiative toward the establishment of the bureau, but also the services of two residents of Hull House to head it up and staff assistants from several other settlements.

Though the group which considered Problems of Race and Nationality was dealing, as its chairman remarked, with pathological aspects of public opinion, no part of the day's program yielded more penetrating analysis of its psychological elements. Charles S. Johnson of the National Urban League handled critically and dispassionately the "mass of ideas about the Negro, accumulated through experience, passed on through tradition, embedded in the mores, and absorbed even without conscious attention," which determine the white attitude and behavior in the relations between the races. Graham R. Taylor, with whom Mr. Johnson was associated in the Chicago Commission on Race Relations, presented case after case from the commission's records which showed how the printed or spoken story—which carried often the seeds of tragedy—was a fabrication or distortion of facts which arose in obedience to some popular preconception. Whites believed what they expected to believe; the newspapers had for years deepened the conviction that Negroes were criminal by stressing Negro crimes out of all proportion to the facts; a vicious circle of misrepresentation and distrust had been graven into the minds and emotions of white and black Chicago.

The analysis of group prejudice by Professor Herbert Adolphus Miller of Oberlin cut deep. "We have learned to curb individual egotism," he said, "but have magnified group egotism into the highest virtue." But group egotism —whether centering in a chamber of commerce, a nation, or a race—is as immoral as individual egotism. National prejudice—100 per cent patriotism, and racial prejudice—"Nordic superiority," are the most dangerous ideas now abroad in the civilized world. Religion, law and science have been called to their aid. "The bigotry of science is more difficult to escape than the bigotry of religion. A man can escape one by saying 'I am an atheist.' No man likes to say 'I am a fool.'" Survival values are no longer national, and these prejudices "lead exactly in the opposite direction from which civilization must go if it is to survive." The remedy? A group conviction of sin: the development of group humility. "And that is not easy."

In dealing with race and national prejudices the speakers laid bare precisely the situation that Dr. Frankwood Williams described on an earlier day of the conference when he declared that "opinions do not meet: instincts clash." What he had to say, indeed, lay at the heart of the whole question of public opinion. Social workers are forever asking the questions he propounded: Why is it that this logical, convincing and thoroughly desirable program of mine doesn't get across? Why do men and women fail me? Why does the most ingenious publicity strike sooner or later the dead wall of inertia or resistance? And the answer lies deeper than printer's ink, or the organization of social agencies, or political acumen, or the conscious motives of men and women. It lies in those inner reaches of emotion and instinct which the mental hygienists are just beginning to explore. Until we have learned the hidden forces which move us all to action the control of public opinion will lie well beyond our reach.

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A Primer for the Public

In which the People's Institute, United Neighborhood Guild of Brooklyn, makes a genial bid for an informed and friendly public opinion

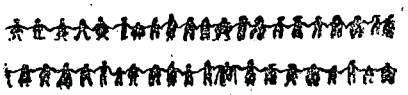
1

This is a school at the close of the day,
Dark and unused, you will rightfully say:
Bought by your taxes,* (per annum the more)
Used but eight hours of the full twenty-four.

*To pay your tax is bad enough;
To pay for things unused is tough.

2

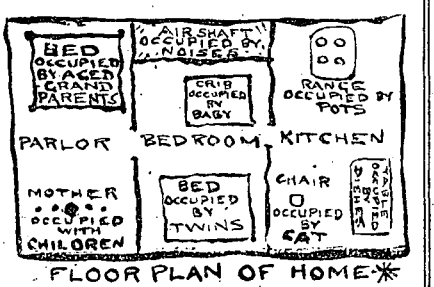
Here are The People, their day's work is through:
Hundreds of thousands with nothing to do:



People People People
" " "
" " "

3

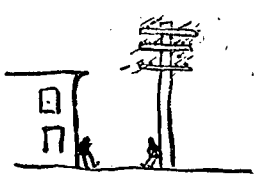
Nothing provided, then where will they roam?
One thing is certain, -- but few will stay home!



*The trouble with this town is that
There's too much family per flat.

4

Some on the corner will loaf at their ease;

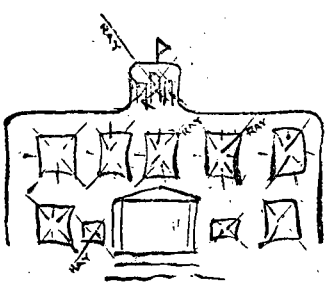


Some will seek joys in such places as these:*

*It isn't that they love them so,
But where on earth can people go?

5

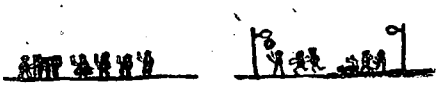
But someone resourceful, abundantly bright,*
Suggested that schools should be opened at night,
As places of pleasure, as places of ease,
Where people could run them and play as they please.



*Though not the part of modesty
We're forced to say that it was we.

6

This is exactly the work that we do;
People aplenty are using them, too;
Folk by the hundred and folk by the score;
Better by far than they were on page 4.



Singing, Athletics,

and

Civics

and games:
Girls and young fellows and old men and dames:
Few the restrictions and simple the rules
When, after supper, we open the schools.

7

10

These are committees, both helpful and good;
Each runs the schools in its own neighborhood:
That is the reason we've rapidly grown,--
Getting each district to care for its own.

Even the list of directors in this lively Community Center Primer is enlivened by a bold-type footnote which reads "You'll not remember all, the chance is; So concentrate on Mr. Francis"—Mr. Francis, of course, being the treasurer. Seymour Barnard, the director of this Brooklyn organization which has opened ten community centers, each with its own self-chosen program, found the shortest road to the public through this simplification of the People's Institute's job into words of one syllable—with the help of pictures that he drew himself.

8

Here, as the principal figure you view,
A person impressed with the work that we do!
Giving a gift with abundant accord:
Note the applause of our Managing Board.

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BOOK REVIEWS

Tried and Found Guilty

PENAL DISCIPLINE, *by Mary Gordon. E. P. Dutton & Co. 238 pp. Price $3.00 postpaid of The Survey.*

IN his recent comfortable account of the English Prison system administered by him for many years past, Sir Evelyn Ruggles-Brise tells us that "the commissioners have, for a considerable time, been assisted by a Lady Inspector of Prisons." It is this Lady Inspector, qualified by medical training, by freshness of outlook and by a judgment which no amount of prison experience could cloud who has given us in this book the fruits of her keen observation and her understanding heart. Sir Evelyn might well have given her more space, for the little finger of the Lady Inspector weighs more in the scales of time than the whole body of the distinguished and complacent chief commissioner.

Conceding everything that the official apologia claims in the way of modern improvements in the treatment of prisoners, Dr. Gordon invalidates the whole prison system by showing, in case after case, how surely, inevitably it results in the disintegration of character and in the corruption of the springs of clean and wholesome living in those subjected to it. Even the famous Borstal System is not spared. Thus she says:

> On paper the Borstal System looks very well. It expresses the admirable intentions of its promoters, which were to combine penal discipline with suitable education and with special moral influences. These last are good things: unfortunately it is very easy to combine one poor penny-worth of moral influence or education with an intolerable deal of discipline.

Who else has so accurately and pithily described our American reformatory system and so adequately accounted for its failure?

Dr. Gordon's observations were confined to the women prisoners, but her conclusions are equally applicable to all the victims of the system. "It is plain," she says, "that in our system the primary object is punishment and that reform is supposed to follow the acquirement of the passive and unmoral attitude of obedience and attention to instructions."

In all this there is nothing new, but the author makes a distinct contribution to penology by her acute analysis of the observed effects of penal discipline on the mental integrity of her clients. She shows how the unreality of prison life, its dire uniformity and monotony, its repression of all natural emotions and impulses, have the effect of producing, in greater or less degree, hysterical or other pathological conditions in nearly all prisoners.

> Whatever the factors which they, as individuals, bring to the production of this pathological state, the prison, by shutting down the instructive life and setting the heavy weight of penal discipline on the safety-valve, unquestionably plays the larger part.

The hopelessness of prison—a scene from the Cabinet of Dr. Caligari

And here is the conclusion of the matter—a wise and brave conclusion which the American as well as the English readers of the book are admonished to take to heart:

> It may appear that, so far, I have no good word to say for our prison system in any of its forms. I have not. I think it creates a criminal class, and directly fosters recidivism, that our method is dead and done with, and in need of decent cremation. From the ashes one hopes a system might arise which, if imbued with a really scientific spirit, might be a new beginning in tackling a problem which is, at present, all to solve. But the new can never be grafted on the old, and penal discipline must go.

GEORGE W. KIRCHWEY

The Menace of Labor Injunctions

THE LABOR INJUNCTION: An Exposition of Government by Judicial Conscience and its Menace, *by John P. Frey. Equity Publishers, Cincinnati, Ohio. 197 pp. Price $2.50 postpaid of The Survey.*

IN the catalogue of labor's legitimate grievances, the abuse of the injunction by courts of equity has been and is one of the most onerous. Since 1888 when the first injunction against strikers was issued by Judge Allen of Massachusetts in the case of Sherry vs. Perkins, and especially since 1893 when Judge Picks of the Federal Court, Northern District of Ohio, enjoined railroad employes from refusing to handle freight coming from the Toledo and Ann Arbor Railroad and sent an engineer to jail for refusing to comply, organized labor in general, and the American Federation of Labor in particular, has maintained a steady fire of protest and defiance. The vehemence of labor's denunciation of courts that have deprived workers of what they regard as fundamental constitutional rights has given rise to the erroneous impression that the A. F. of L. is opposed to equity courts as such. This public misapprehension of labor's real attitude has no doubt had much to do with the fact that injunctions have become steadily more frequent and severe until they culminated in the recent restraining order of Judge James H. Wilkerson against the Railway Employes' Department of the A. F. of L., forbidding the railway workers, their officers or agents "in any manner by letters, printed or other circulars, telegrams, telephones, word of mouth, oral persuasion, or suggestion," etc., from encouraging a member of their organization or anyone whatsoever "to abandon the employment of said railway companies."

The reverberation of this decision gives a peculiarly timely value to Mr. Frey's book. But it has much more than a timely value. It is an able, restrained and scholarly analysis of the history of the injunction, an admirably lucid and readable exposition of labor's attitude, and because of the cases which it cites a most convenient handbook for the layman. It is one of the comparatively few books relating to the history and policies of the American labor movement that are indispensable.

Mr. Frey begins with a brief historical review of the equity powers of the early British kings, the development of those powers under the Keeper of the King's Conscience, the "Very Reverend Father in God, the Chancellor of the King," down through the record of the Taff-Vale case, the second and last of the cases in which the injunction was used by the British courts to curtail the freedom of labor in industrial disputes. Against this background, whose importance is due to the fact that "the courts of equity which we have today in the United States are directly descended from the original Lord Chancellor of England who first became the Keeper of the King's Conscience," he analyses the leading American cases from the first in 1888 to Judge Wilkerson's decision in 1922, marshals evidence to show how the injunction is an expression of the judicial "conscience," and how in spite of such decisions as that of Justice Harlan of the United States Supreme Court in 1894 denying the rights of the courts to "compel the actual affirmative performance of merely personal services" and affirming the lawfulness of strikes, in spite of the Clayton amendments to the Sherman Anti-Trust law, in spite of the expenditure by the trade union of enormous sums of money in appealing injunction cases to the higher courts, the "practical fact remains that the number of injunctions being issued has been on the increase instead of the decrease."

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In the face of this "exasperating" experience, what does Mr. Frey propose as a means for winning such immunity from the injunction as has been won by British labor? Why, he would have a judge impeached who "issued an injunction in plain violation of the men's constitutional rights"; he would cultivate public opinion; he would seek the increase of "liberal-minded and forward looking men" in legislative bodies—via the A. F. of L.'s "non-partisan" policy, it may be assured. In commenting upon the Taff-Vale case—the second and last of the attempts of the British courts to put the British labor movement under the restraints of the injunction—Mr. Frey says: "It gave new life and greatly increased vigor to the British Labor Party, the result being that Parliament enacted what is known as the Trades Disputes Bill"—which accomplished at one stroke what American labor by pursuing its non-partisan policy for thirty years has failed to accomplish. It is a curious commentary upon the strict orthodoxy of American leaders, their devotion to the canons of faith as established by the A. F. of L. hierarchy, that so able a man as Mr. Frey should ignore in his remedial suggestion the one remedy that has worked.

R. W. B.

How to Teach Civics

CIVIC EDUCATION. *by David Snedden. World Book Co. 333 pp. Price $2.00 postpaid of The Survey*

HERE is a book "to aid teachers and other educators who are trying to find and develop more purposive and effective objectives and means of civic education."—Limited in its appeal, the author says, to "those endowed with some ability, possessors of some disposition to be curious, inquisitive, inventive, and progressive." It is largely a teachers' problem book, the statement of problems being supplemented by concrete suggestions, questions, outlines and sample studies (the last contributed by students in Teacher's College and Columbia University, illustrating the "case group" method).

Educational objectives are discussed as falling under four groups: Physical, vocational, cultural and social. In the last category Professor Snedden places "civic" education, along with "moral" and "religious" instruction. Civic education is defined as "that which fits for membership in political and all other federated groups." "Civic virtues," observes the author, "have heretofore been simply the moral virtues expanded, but that process of providing for democratic social control of right kinds will no longer suffice. Society must address itself more than ever for security to teachers—not, in civic matters, so much to teachers in general, perhaps, as to specialized teachers in civic education."

Notwithstanding its lack of definition as to purpose, and the recognized unscientific approach, the book offers many concrete suggestions which will be found helpful and stimulating. One of these is addressed to school boards and executives:

> Clearly the entire field of civic education—its development and behavioristic aspects as well as its instructional and training aspects—should in many school systems be coordinated under one specialist. . . . The eventual solution in large schools, it is probable, will be found here, as in the case of physical education, through the coordinating authority and knowledge of a responsible supervisor for the entire field of civic education, in junior and senior high schools and perhaps vocational and part-time schools, operating through specialists teaching one or more of the subjects or guiding the socializing activities denoted by such terms as service projects, social science reading, salient American political problems, and the rest.

To the teacher who is specializing in civic education, the author suggests:

"The promotion of appreciations, ideals, attitudes,—which would give point to need for 'conformity to legal and other directions and restraints'; 'promotion of the kinds and degrees of devotion to country, city, town and other political groupings as collective social entities with a view to insuring the welfare of the commonwealth and the community'; 'training in dispositions and abilities to participate actively in parties, volunteer service, and other activities of a positive nature'; 'training in dispositions to religious and other non-political social groupings.'"

"Civics," as studies of organs and functions of government, should be taught less formally; history should have less attention given to memory work and more to social interpretation of events and contributions of outstanding leaders; "school government" should be regarded but as dramatized projects gone into from time to time and not continued as "self-government"; psychology should lay emphasis on social motives, and the dynamic aspects of instinct, impulses, intuitions, appreciations, habits, aspirations and ideals; physical education should not be over-emphasized as to its possibilities in the field of civic education. These and other conclusions reflect professional opinion. But of highest value to the teacher are the suggestions for concrete programs, for different age and school groups, material and methods.

F. A. CLEVELAND
Boston University

The Play Comes to the Pulpit

DRAMA IN RELIGIOUS SERVICE, *by Martha Candler. Century Co. 259 pp. Price $3 postpaid of The Survey.*

WITH religious drama and pageants being more and more widely adopted by the churches as means to teach spiritual truths, the need has grown for a book to make available the results of experience in this field. Mrs. Candler has done a useful service in this brief survey which describes the use of drama as a form of church worship, with examples from the Episcopal, Methodist, Baptist, Unitarian and other denominations. The book gives chief emphasis to reverential drama, suitable for presentation in the church proper, but the propaganda play and the drama-sermon are also suggested for use in parish house or Sunday school. One of the chapters makes a plea for the use of church basements as theater workshops where youth may be given, through group activity, a chance for artistic expression and food for both cultural and religious hungers, which are, too often, left unfed.

Recognizing the need of artistic ideas and ideals and of trained leadership, the author gives many practical suggestions for settings, lighting, costumes and music. There is also much helpful information on the available dramatic material for amateur production.

A history of the national organizations using church drama for symbolic ritual and for educational purposes is included.

Teachers and amateur producers should use the book for its technical advice and ministers should read it that they may become alive to the social and spiritual power in the use of drama in the churches.

ALICE HOLDSHIP WARE

A Soap Box at the Campus Gates

THE GOOSE-STEP, A Study of American Education, *by Upton Sinclair. Published by the author, Pasadena, Calif. 488 pp. Price $2.00 postpaid of The Survey.*

WHENEVER Upton Sinclair publishes a new book, the futility of argumentation is revealed afresh. Here are nearly five hundred pages of facts and arguments, with some intermingling of speculation, undoubtedly; here are stories from more than one hundred colleges; here are direct challenges to the honesty and integrity of hundreds of members of college and university boards of control, college and university presidents and practically the whole profession of college and university teachers. Here is a book that is already "going strong," and it will be read in the next few years by tens of thousands of men and women, especially young men and women, in all parts of the world. It will throw new lights, and of course, for that reason, new shadows on the whole educational situation of America. Yet this is a book which will be officially ignored by the institutions with which it deals, at least for a long time. Can the colleges and universities maintain their dignity in the presence of this book?

We may grant that Mr. Sinclair's blacks are too black and his whites are too white. We may admit that no college president in America is so much of a butler to the rich as he paints any number of them. We may even assert that there is a modicum of decency in the most "scared rabbit" of the whole teaching profession. The more of this we grant, the more inexplicable becomes the attitude of the institutions of higher learning in the presence of a book like this. It would seem as if these criticisms could be easily refuted. Perhaps the argument is that they are not worth refuting; that they are not to be dignified by even the scant notice that complete refutation would require. None the less, this book will be read by thousands of people interested in education; and even though it were all lies it would affect the minds of its readers.

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The fact seems to be that colleges and universities are withdrawing further and further from public opinion and criticism. A university of twenty thousand students has a public of its own: it need pay no attention to criticism. It is a self-perpetuating mass, moving of its own inertia.

Furthermore, the educational situation reveals the fact, anew, that men are not rational beings. Here is a book that assumes, as its major premise, that educational institutions ought to exist for the purpose of advancing the intellectual interests of the community. As a matter of fact, they exist for the purpose of perpetuating certain legends—a mass of legends—what we may call "vested knowledges." Mr. Sinclair asks them to be "logical"—to apply scientific criticisms to their own internal structures and controls. If they were to make a reply, they would say substantially something like this:

You are mistaken, Mr. Sinclair. We do not live in a world of logic. The application of logic to these institutions would destroy them. It is true we teach logic in our class-rooms; but our students know that we educate for life, not for living. We live in a world of business and politics. The 'social lobby' is more powerful than Aristotle. It is easy for you to write about being logical: that's all you have to do. But we—*we* have to *live*. And we live in the world of business and politics. We once wanted to be logical, too; but we have compromised; now we are content to be psychological. And let him who has never played that game cast the first syllogism!

And that's about where the argument is likely to remain for quite some time. J. K. H.

What Next in Economics?

A CRITIQUE OF ECONOMICS, *by O. Fred Boucke. Macmillan Co. 305 pp. Price $2.25 postpaid of The Survey.*

PROFESSOR BOUCKE'S Critique of Economics is an attempt to condense into a small volume material which could easily be expanded into half a dozen treatises. The trend of the argument can be summarized as follows:

1. The classical school of economics, as finally formulated by John Stuart Mill, developed its main premises upon Bentham's hedonistic psychology.
2. Recent developments in psychology have shown the hedonistic principles to be false and untenable.
3. The modern followers of the classical school as represented by the marginalists have attempted to save their economic doctrines from the wreck of hedonism either by completely disclaiming any connection with psychology or by so changing their terminology as to fit it to the newer kind of psychology. To prove that this cannot possibly be accomplished; and that marginalism is so inextricably bound with the hedonistic calculus that like Siamese twins the two must live or die together, is the main thesis of the critique.

Professor Boucke proves his point. But he devotes so much space to it that he is forced to be entirely inadequate in dealing with the problem which is by far the most important at present: *i. e.*, what kind of economics is to take the place of marginalism? As an iconoclast Thorstein Veblen still reigns supreme—the builder of the new economics is yet to come.

BORIS STERN
Department of Economics, Columbia University

SOCIAL ASPECTS OF THE FOOD SURPLUS IN THE UNITED STATES, *by Bernhard Ostrolenk. Collegiate Press, Menasha, Wis. 92 pp. Paper.*

This thesis for the degree of doctor of philosophy at the University of Pennsylvania is of timely interest. One of the farming magazines with national circulation recently in a whole-page newspaper advertisement accused the United States Department of Agriculture of disseminating unnecessarily and untruthfully pessimistic information about the agricultural situation in this country. The facts brought together by Mr. Ostrolenk fully confirm that pessimism so far as one aspect of the subject is concerned. He shows that from all the experience of the last few years we must expect an increasing reduction of food production, increasing dependence on food imports, increasing farm tenancy and mortgaging—decreasing equities in farms, decreasing ability for laborers to become tenants and tenants to become owners, decreasing profitability of new land developments. Land values are going up all the time, but the farmers get no benefit from that; laborers secure higher wages in the cities, but get no benefit from that with a cost of living that is bound to remain high and may rise higher as our food production decreases.

THE LIFE AND TIMES OF TUT-ANKH-AMEN, *by Bishara Nahas. American Library Service. 112 pp. Illustrated. Price $1.50 postpaid of The Survey.*

The rapidity with which this book has been produced and the author's picturesque career do not lead one to expect a book of deep scientific thoroughness; but it is an interesting and enlightening story nevertheless—chiefly because of the author's ability to relate the events of Tut-Ankh-Amen's reign and times to the survivals of ancient social usages in the Egypt of today. Those who have been fascinated by the newspaper reports of the excavations will get from this book a more coherent account. And may we recommend to all who would know the meaning of all this for our own era a beautiful article by Claude Bragdon in the May issue of Orient (132 Nassau Street, New York).

From the Life and Times of King Tut-Ankh-Amen, by Bishara Nahas

SOCIAL WORK IN HOSPITALS, *a Contribution to Progressive Medicine, by Ida M. Cannon, R. N. Russell Sage Foundation. 247 pp. Price $1.50 postpaid of The Survey.*

Since this book was first published, in 1913, medical-social work has passed from a somewhat experimental stage to a widely accepted part of hospital service. Miss Cannon, in this revised edition, has brought up to date her exposition of the status and trend of the work, its application to and its integration with medical institutions, and she goes on to point out the need of providing specialized training for the workers and of extending the scope of the service.

THE PSYCHOLOGICAL AND ETHICAL ASPECTS OF MORMON GROUP LIFE, *by Ephraim Edward Ericksen. Chicago University Press. 101 pp. Price $1.50 postpaid of The Survey.*

The author, professor of philosophy at the University of Utah, has with this study made a contribution of such intimate understanding as would have been impossible for one not a member of the sect. His recommendations for bringing Mormon life more into harmony with American conceptions of democracy are particularly valuable because they are based on a sympathetic evaluation of the lasting good in the original ideals and the historical development of the group. He has thus avoided the error of other studies which either are mere vindications of the established body of dogma—religious and social—or attacks based upon misunderstanding of the psychology of the group. It is to be hoped that this sane and idealistic analysis will have its influence eventually on the reconstruction of Mormonism.

LABOR AND EMPIRE, *by Tingfu F. Tsiang. Columbia University Studies. Longmans, Green & Co. 220 pp. Paper. Price $2.25 postpaid of The Survey.*

This review of British labor policy in relation to imperialism by a Chinese sociologist who has graduated from Columbia University is refreshingly critical. He says, for instance: "It was originally intended to devote a chapter to the reaction of British labor to British imperialism in the Far East. Labor, however, has almost ignored that region." The fact is, of course, that labor never has concerned itself much with questions that did not have an immediate influence on economic and social conditions at home; and so has simply followed the flag of advanced liberalism or been silent on the more distant but in the end more portentous items of (*Continued on page* 369)

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COMMUNICATIONS

Did California Loop Her Own Noose?

To the Editor: The California situation arising out of Governor Richardson's budget slashing has two sides. One, which has already received attention in The Survey's columns, shows well developed social and health commissions and boards being scrapped to satisfy the corporations' interest in reduced taxation. There is truth in this aspect but not the whole truth.

The other side of the picture shows us a somewhat chaotic collection of state agencies each doing good work in its own field but not coordinated with a view to serving the state efficiently. A condition closely resembling chaos prevailed in the state's welfare activities when Friend Richardson took office. Chaos can, of course, be endured if it is conceived as the battleground for an evolving order. But there appeared to be no large idea or plan for a more logical organization of the state's many socialized functions.

The various commissions, departments and boards had their eyes fixed, for the most part, on the development of their own particular specialty, regardless of the needs and functions of allied boards. Love of power, inter-departmental ignorance, suspicion and jealousy, were showing their ugly heads.

To be specific, such anomalous situations were presented as a Bureau of Child Hygiene theoretically under the state Board of Health but operating with but scant understanding or support from the secretariat of that board because its functions lay outside the realm which that office conceived to be the true limits of a state board of health's activities.

Again we have the state Board of Health looking askance at the jurisdiction enjoyed by the state Board of Charities and Corrections over county hospitals. The out-patient departments of county hospitals develop naturally, in some places, as free clinics, and thus easily come to overlap the educational and clinic features of a well-developed county health unit, fostered on a quite different plan by, and responsible to, the state Board of Health. This possible conflict of policy is illustrated in the two distinct types of development in Fresno and San Joaquin counties. In the former the clinic work is largely carried by the county hospital under the direction of the Public Welfare Commission, in the latter it is the function of the newly organized county health unit.

The state Board of Charities and Corrections, in its turn, finds the administration of the widows' pension fund, and all the family casework incident thereto, not under its jurisdiction as one might expect, but directly under the children's agent of the state Board of Control—regardless of the fact that such a body would logically seem to be concerned with finance rather than with administration in the social service field. This fact was undoubtedly responsible for the unfortunate clash in Placer County last winter when the children's agent of the state Board of Control, finding at the county seat an interest in social advancement, urged the introduction of a trained social worker into the community to give better service in family welfare problems. The proposal was accepted, and steps were taken to act upon it, by a small group of leaders. Later their stand was repudiated by group after group of representative citizens who pointed out, soundly, it would seem, that the community was committed to a public health nursing program which had been initiated and was well thought of, but was by no means firmly established or adequately developed. Considering the wealth, size, shape, population and development of the county, they held that no new activity could be introduced at that time without jeopardizing both services. They proposed carrying their current demonstration to completion before launching forth upon new interest. Those who have knowledge of rural organization will recognize the wisdom of this stand.

Still other conflicts arise between the state Board of Immigration and Housing, the Bureau of Labor Statistics and the Industrial Welfare Commission, all of which should, ideally, be pulling together for the same ends.

Many of these boards, bureaus and commissions have been doing admirable work. Usually they have been composed of the highest type of citizens serving without salary, and employing, for the most part, trained, sincere and able workers; but all that is beside the point because of the lack of consideration given in the whole scheme of things to the major ends to be served—the ends of real efficiency, of true economy and greater service.

It could not well be held that any one is to blame for this situation. The state developed its agencies rapidly and according to a pragmatic policy. A need was seen and presto—a commission was formed to meet that need, in days when public coffers seemed to have no bottom. The citizens murmured from time to time, to be sure, and many are pleased to see—as they fancy they do—a response to their murmurings in Governor Richardson's economy platform.

The time, however, has long been ripe for a good piece of social service statesmanship which would have offered a constructive plan of reorganization instead of the present destructive policy which The Survey has taken occasion to deplore. "If thine eye offend thee, pluck it out," seems to be Governor Richardson's doctrine. But social workers can be counted on to realize that curative treatment would be far wiser—particularly since it is the only eye we own. Better still would have been prevention.

Possibly it is too late now to apply the cure. But at least California's case should serve as a guide for other states. Had the multitudinous state bodies interested in one phase or another of the public welfare been a little more truly interested in the *public's* welfare, had they specialized less in their particular phases, had they been willing to sacrifice their special identities in some larger scheme for a single state-wide public welfare bureau with its various functions properly coordinated, had they even developed a habit of coming together quite simply in county or community "case committee meetings" for the purpose of unifying their approaches to bewildered local communities—in other words, had the social workers of the state undertaken to build toward order out of the chaos in which they found themselves—the present situation might have been prevented.

Caroline Frances Kennedy

San Francisco

Winds and Wages

To the Editor: The article Winds of Propaganda was fitly published in the same number with the scandal over the minimum wage. Surely one would think that such juxtaposition would point a moral even to the deaf, dumb and blind, who applaud our eighteenth century constitution.

O, the sweet charity of the wage-cutter!
How long, O Lord, how long?

Harriet Boewig

Akron, Ohio

Colorado's Minimum Wage Law

To the Editor: The May 15th issue of The Survey reproduces the Minimum Wage map from Bulletin No. 16 of the Women's Bureau, with this caption, "Where Women are Protected by Minimum Wage Laws." On this map Colorado is white to indicate that it has "a mandatory law providing that minimum wage rates be fixed by a commission."

Page 13 of the bulletin gives the information that all the states which have passed minimum wage laws have either a minimum wage or a commission with power to establish such a wage, "*except Colorado, where through lack of an appropriation, the commission has never functioned.*" The use of the map without this explanation is misleading. It doubtless accounts in part for the prevailing erroneous impression that there is a minimum wage for women in Colorado. Yet this use is common. The map is one of a set which is obtainable separate from the bulletin. This set is handed out by the League of Women Voters to persons who ask for information about protective legislation for women. I have (*Continued on page* 372)

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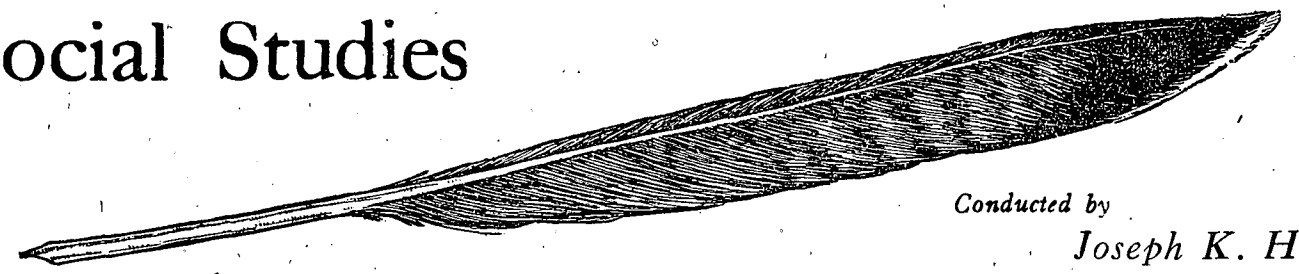
Social Studies



Conducted by
Joseph K. Hart

Social Organization: XVI. Social Forces

This issue brings us to the end of our studies of Social Organization for the present. We close with some suggestions growing out of the work of the year.

The social world, national and international, is bewildering enough for any one. The past seems incomprehensible; the present is distracted; the future is far from sure. Are there any clues as to the meaning or rationality of all these factors? Is there anything the mind can lay hold upon while it seeks for understanding? What are the motivating elements in social life today? What part does human need play in the organization and disorganization of the world? Does habit, or tradition, or fear of the new play any part in the directing of social movements? Has science made any real impress upon the chaos of events?

1. The Past: Tradition and Habit

Is the past over and gone? What is a tradition? A custom? A habit? Where do traditions, customs and habits exist? Do they operate in individual or social conduct? How? How can they operate if they are of the past? Does the past affect our present living in any way? Is the influence of the past upon the present constructive, obstructive or destructive? Which should it be? Has the past any value for the present? Has it any responsibility to the present? How should the past be treated—with respect or with contempt? Is there such a thing as an intelligent use of the past? What would that involve?

2. The Present: Impulse and Opinion

What is an opinion? How are opinions related to tradition and custom? To knowledge? To science? Are opinions desirable possessions? What do they do to their possessors? Is there any escape from an opinion? By what means? When one escapes from an opinion where does he find himself? Should impulses be cultivated? What would be the outcome of an impulsive life? Of an impulsive society? Is there any chance of understanding between habits and impulses? Should an individual or a social group cut itself off from the past? How can one escape from habit without destroying the past?

3. The Future: Science and Intelligence

Where is the future? Has it any existence in the present? If so, what is the nature of that existence? If not, is it anything other than an accident? Has science anything to do with the past? With the present? Has intelligence anything to do with habit and custom? With impulse and opinion? Is there any element of the habitual in intelligence? Any element of impulse or opinion? How does intelligence differ from the habitual? From the impulsive? From the opinionated? Will the future have any elements of the habitual in it? Of the impulsive? What attitudes does the intelligent man take toward habit and custom? Toward impulse and opinion?

What will science and intelligence do with custom and habit? With institutions that express habit and custom? With institutions that live upon waste and unintelligence? Will science ruthlessly rule out old institutions, customs and habits?

What would be involved in an intelligent organization of society? What would become of all habitual and customary elements? Of all impulsive factors? Of opinions? Is an intelligent organization of society possible? Do you know of any program for the application of intelligence to the organization of society? Is it intelligible? Is it workable? Would it satisfy us average human beings?

The Way of Conferences

For fifty years social workers in America have been meeting annually for the purpose of conferring about problems, methods and results in their work. Other professions have been holding similar conferences for longer or shorter periods. Conference is a permanent item in the technique of democratic progress. Just why this is so no one would be quite able to tell. Most people are rather quickly worn out by the conference gallop. The papers bore them after the first day; the discussion drags; a good deal of time is spent dodging people whom one doesn't care to meet more than seventeen times. Yet, usually the comment of the most sated and bored of the lot is, "This is the best conference we have ever had!" For most people who attend, the performances are voluntary: they can go or stay away as they choose. And the trains back home run at pretty regular intervals. Yet the faithful ones stay to the last, and as they leave the conference hall after the last meeting, they sigh—whether for joy or for sorrow, 'twere hard to say. Some even go back to headquarters and look longingly in through the darkened windows. Going to conference can become a habit!

1. The Habit of Returning

The Freudians tell us that the desire to return to some earlier state or condition or mood is persistent in us. They do not think highly of it as a means of humanization. It is a reversion. Is going to conferences a forward movement or is it a reversion? Do people go to conferences to learn new ways, or to revive old acquaintances, work up old enthusiasms, reestablish the faith? Why do graduates of schools go back to the campus at commencement time? Is that an advance or a reversion on their part? Do they push the old school forward by their return, or do they pull it back to the days when they were students? Do attendants at conferences like to have innovations in the programs, or do they prefer to have matters go on in the good old ways?

2. The Hungers That Are Not Fed

"The American mind is saturated," says one writer; "saturated with writing and with talk!" Why then do Americans keep on reading and going where they must listen to talk? Can there be saturation without satisfaction? What is meant by satiation? Can there be such a thing as mental satiation? Is it a healthful state of mind? What can be done for it? What is wrong when a full man is still hungry? Do attendants at conferences ever find themselves in such a state?

3. The Things That Nourish and Satisfy

Some hold that the human race is a despicable caricature of itself, interested in nothing. Others hold that it is interested in everything that is superficial and futile. What really holds the attention of individuals at a conference? Do audiences ever find anything that nourishes and satisfies? What is the nature of the stuff that really holds them? Is it detailed information? Is it vague generalizations? Is it revolutionary theory? Is it superior wisdom? Or is it the presence of a mind at work? Has an audience any discrimination? Does it choose its values wisely? Does it show mob-mindedness, or intelligence? Do the responses of an American audience to a series of addresses indicate progress or regress in American life?

Note.—The Social Studies Department, reconstructed on the basis of information now being received in response to a questionnaire, will be resumed in the issue of September 15.

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KINDRED GROUP SHOPTALK

Zodokoh: Justice—Righteousness—Charity

AMID the monuments of our common American life at the national capital, the twentieth annual conference of Jewish social service proved the vitality of the racial and religious ties that bind different sections of our huge population into groups conscious of a more intensive solidarity. The question is frequently asked, why should there be separate Jewish social agencies and institutions—often with aims and methods almost indistinguishable from those of their non-sectarian counterparts? The answer, implicit in almost every one of the discussions of this conference, is that in a democratic society people with like antecedents, cultural traditions and religious aspirations inevitably prefer to form their own associations for communal ends rather than lose their identity in perhaps a mechanically more efficient organization covering the whole of society. Thus, Solomon Lowenstein, in the report of a committee on Jewish Communal Organization in America, brought out the fact that the unity of the Jewish community itself was threatened so long as the older immigrant stock attempted to impose their standards and ways of doing things upon the newer Jewish immigrants who brought with them from eastern Europe different ideas and customs. As soon as their financial condition permitted it, these newcomers established their own institutions in accordance with their own desires; and it is to the credit of the powerful older Jewish organizations and agencies that, instead of attempting to suppress these evidences of the spirit of self-help, they are reshaping their larger communal policy with a view to permitting and encouraging within its limits the free development of every movement for the enhancement of material and cultural life. Only by this means can those elements in the social inheritance of the group that have lasting value be conserved and those whose value was conditioned on old-world restrictions that do not obtain in America gradually be eliminated.

In theory there is an analogous relationship of the whole of the Jewish community with the larger American nationhood of which it is a part. Here also there are the alternative policies of suppression and of liberal inclusiveness—trusting to a long period of contacts to bring about national unity without loss of group identity. But in fact the case is different. For the Jews of America, taken as a whole, are not sticklers for precedents, jealous guardians of antiquated notions, so far as the welfare of the community is concerned, but frequently pioneers who in the intimacy of their group life often develop new programs which later influence the social thinking of all America. This influence has been felt in the federation movement, in the cooperation of employers and wage-earners for the maintenance of health standards in industry and in the substitution of arbitration proceedings for contention in the courts.

IT IS NATURAL that Jewish organizations should be pioneers in social activities that answer needs of which they are more especially conscious in their midst—the operations of the Hebrew Immigrant Aid Society and of the National Desertion Bureau are examples of this; but almost every session of the conference just past gave evidence of the fact that Jewish social workers are in the forefront of those who advance new ideas and, having advanced them, carry them into practice. Of this examples will be given below. Here I wish to record the one regrettable circumstance concerning the conference, namely, that, with a record attendance of between four and five hundred, it included no non-Jewish social workers. Other notable circumstances were the emergence of youth in discussion and leadership, the absence of sentimental emotionalism and the scientific value of many of the papers read. Indeed, in comparison with the waste of magnificent opportunities for education at some other social work conferences held in Washington simultaneously, where speakers before large audiences "just talked" and, apparently, had come unprepared for serious discussion, one could not but be struck by the amount of painstaking research and study that had gone into most of the reports and papers presented at the Jewish conference.

The study of budgeting of Jewish national organizations made by Samuel A. Goldsmith, director of the Bureau of Social Research, was such a report. On the basis of personal visits to each institution and an analysis of their methods of raising money—most of them are without regular budgets—this committee recommended the creation of a national joint money-raising organization, limiting the contributions to each of these agencies to their actual requirements as established by regular procedures of inquiry. It further recommended that the machinery of the American Jewish Relief Committee, which has been so successful in securing large funds for war relief purposes, be utilized for this national purpose instead of being permitted to disintegrate. There was some opposition to the immediate acceptance of this proposal because several of the national agencies were afraid that the safety of their present support might be endangered without a corresponding guarantee of success in raising their requisite funds by the new method. The proposal was, therefore, referred to a representative committee for further study and report.

Solomon Lowenstein's report on communal organization has already been referred to. It supplied a broad historical basis for understanding the present difficulties and problems of the average American Jewish community. Its chief point was that the separation of social, religious and educational activities does not correspond either to the real needs or to the sentiment of the great majority of Jews in America; and that the federation of Jewish charities must gradually expand to take in all the elements in the social program of the community. The federation, he claimed, has already contributed materially to the improvement of standards in social work and the substitution of a broad community spirit for a narrow institutional point of view—"a recognition of the fact that our various forms of philanthropic effort are but individual expressions of different phases of one central communal problem rather than independent, self-sufficient activities." But it has not yet really organized the community. It has shown often indifference and sometimes hostility to autonomous movements that could not be readily assimilated; it has often represented a single element in the Jewish community instead of all elements. In Baltimore and Chicago, the rift between the orthodox and reform groups has led to the growth of separate federations for the activities of each; and only recently has this gulf been bridged successfully in the former city by an amalgamation. The committee believes, however, that the federation represents but a stage in communal development, not the final form. In this opinion it was undoubtedly influenced by two recent movements discussed at the conference in separate papers, both of them promising important departures from established methods of community organization, and therefore of interest to non-Jewish social engineers quite as much as to Jews: district service and the community center.

THE DISTRICT SERVICE plan, expounded in a paper by Hyman Kaplan, of Cincinnati, was originated by Morris D. Waldman as a phase of his reorganization of the Boston Federated Jewish Charities in 1917. It was designed to establish a closer relationship between social service and the community and, in its general philosophy, has much in common with the social unit plan tried out in Cincinnati. Limitations of space prevent a detailed description here of this plan as worked out and actually practiced in Boston and initiated in Baltimore at the present time. It is unquestionably another potent instrument for the integration of the community, distributing responsibility, coordinating group efforts and sustaining with the most liberal inclusiveness of activities an underlying unity of purpose and spirit.

The ideal Jewish community center is still in the future,

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said Harry L. Glucksman of New York, who reported on this topic. The existing centers are of two classes; those established by philanthropists for the education and Americanization of recent immigrants and those arising from the organization of young people for self-improvement. The ideal community center will be a fusion of the purposes of both types, a real democratic clearing house of ideas and a common meeting ground for all elements in the Jewish community.

Another valuable report, to which only passing reference can be made here in the hope of coming back to its subject matter more fully at some other time, was that on the National Desertion Bureau by its chief counsel, Charles Zunser. The non-Jewish family welfare agencies have no such national clearing house for the apprehension of recreant fathers and husbands. The number of family desertions fluctuates, of course, in the main with economic cycles; but other influences also are at work. Thus, Mr. Zunser showed that the immigration quota law has made it more difficult for Jewish women abroad to secure their rights from husbands in America who refuse to support them. The amount saved public and private charity if the methods of the bureau could be applied throughout America in non-Jewish as well as Jewish cases of non-support would be considerable. Incidentally, the necessity for cooperation between social agencies in different cities which such work as this involves again illustrates the value of that intimate community sense which social organization by racial and religious groups brings with it.

In child care, of course, Jewish organizations have long been among the pioneers. The recent decision of the New York Hebrew Orphan Asylum to relinquish its plan for constructing an institution for 1,200 children was part of a general reconsideration of child welfare plans in that city based on a report made by Mr. Goldsmith for the Bureau of Social Research and presented at the conference. After an intimate study, the three principal institutions in New York now contemplate a maximum institutional provision for 900 children instead of the present 2,100—with a concrete program for the return to their homes, boarding in foster homes and other provision for the other 1,200 children. This is possible only by close cooperation with the family welfare agencies which have it in their power, if adequately supported, greatly to increase the number of homes fit to be charged with the bringing up of children. Investigations — and measurements made under the direction of Dr. Franz Boas—have shown that, even with dependent mothers, children tend to develop better physically in their own homes than in the best boarding homes and institutions.

MORE HOTLY DISCUSSED than any other report was that of a committee on training for Jewish social work which was presented by its chairman, Professor Julius Drachsler. The recommendations of the majority of this committee differed fundamentally from those of an influential minority but were upheld by the conference. Both sections agreed that graduation from a recognized college be one of the requirements for admission to the training of social workers that was to be provided—though it was pointed out that several members of the committee that made this recommendation would be ineligible themselves were it adopted. The difference of opinion was on the extent to which it was possible to make use of existing institutions and courses for the training of social workers without sacrificing the essential Jewish character of the preparation for a career of social service. Many avowed "nationalists" felt obliged to vote for the more moderate majority report because in their opinion the proposals of the minority would either be financially impracticable or so limit the supply of trained social workers as seriously to handicap social agencies. Briefly, the recommendation, as accepted and referred to a committee, is for the provision of an introductory six weeks' training period in Jewish history, life, immigration, communal organization and social service, to be followed by a full academic year in an existing training school for social work or university department for social service training and a further period of not less than three months under Jewish auspices for instruction in Jewish communal organization with optional courses in the four major fields of social work. The minority disputed the value of a training with intermittent contact with Jewish organizations and the Jewish point of view, regarding the latter "as an integral and inextricable part of the organic fabric and not as a prologue and epilogue to a traditional course of study offered by non-sectarian training schools for social work." Obviously, a logical application of its ideal would involve duplication of the technical training in the major branches of social work in which method rather than principle is the important factor—a duplication of existing provision which the majority of the conference held to be unnecessary and extravagant.

Still another animated discussion was on the topic of the attitude of organized Jewish labor to organized Jewish charity, introduced by Paul Blanchard, of the Rochester Joint Board of the Amalgamated Clothing Workers of America, and Judge Jacob M. Moses, former impartial chairman for the clothing industry of Baltimore. Here also the emphasis was laid on the need for more sympathetic mutual understanding and cooperation. Questions concerning the small community predominated at several sessions; while considerations of questions involved in the immigration policy of the United States and of discrimination against Jews in American social and educational life were conspicuously omitted from the program. Altogether this was a conference of a distinctly practical and scientific bend of mind; and its proceedings, which are to be published, should make interesting reading far beyond the limits of its immediate constituency. B. L.

Jewish Community Centers

SEVENTY-FIVE Jewish community centers were represented by their secretaries in a three days' conference to discuss their common problems. A survey of the professional status of these workers, presented by Philip L. Seman, general director of the Chicago Hebrew Institute, showed that most of them are American-born, have a college education and are sufficiently well paid to support a family, the average salary being about $3,000. It developed in the discussion that the success of these young men in facilitating the connection of immigrant Jews and their children with American life is increasingly recognized, especially in the larger cities. Between seven and eight million dollars have been spent by some of the larger communities in a few years on the erection and equipment of community center buildings.

A report by Herman Passamaneck, secretary of the Y. M. H. A. of Kansas City, on the question whether Jewish community centers could be made self-supporting, was optimistic in that it pointed out that little effort has been made hitherto to collect membership dues with any completeness and that most of the centers so far reach only a small proportion of Jews in the neighborhoods they are designed to serve. Several speakers pointed out that it was desirable for these centers to participate more actively in the social work of Jewish and non-Jewish agencies outside their own walls. There were also demands for "less snobbery" on the part of groups not dependent upon community centers for their recreation and for various services, to the end that the centers might become a meeting ground for all groups. But the chief emphasis was laid on the need of making the community centers real homes of culture—not in the narrow sense of limiting their programs to educational activities, but rather by the development of a high type of leadership, the cultivation of Jewish traditions and ideals, the permeation of all activities with humanitarian idealism.

American Red Cross

RED CROSS service, in the group meetings given over to its discussion, was brought out in clearer perspective than in previous conferences as a steady, comprehensive program binding the urban and rural communities together in meeting common problems. Fully half the Red Cross social programs under trained leadership and two-thirds of the public health nursing services are in counties with no city over eight thousand population, and the Red Cross, therefore, is a ready instrument, organized nation-wide, to reach the open country and meet its handicaps—scant progressive development, class distinction, absence of real valuation of human life and meager funds.

The interrelationship of rural and urban social and health problems was emphasized by the fact that mental defect, disease, illiteracy in the country are transmitted to the city. Unified city programs must seek therefore to utilize the instruments made available by the Red Cross in many rural places to strike at these problems at their source. It was suggested that the big city do missionary work in the rural community and subsidize these rural programs.

Conference with representatives of the community chest group resulted in understanding and approval of the plan for participation of Red Cross chapters in chests organized on a basis in accord with past experience. The development of many chests in small towns and cities at the present time, it was agreed, furnishes an opportunity for advice through the control

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On the Threshold of Fifty Years

SOCIAL WORKERS at the beginning of another fifty years are a strong and growing force. They are trained in new specialized schools and often have degrees and diplomas. They are better paid than their predecessors. They demand and deserve professional recognition. So much for the outside. As for the spirit, they inherit from the founders of the conference the vital legacy of pity, that "rebel passion," in the words of Gilbert Murray, and they inherit a noble curiosity—that search for facts in true relation which both inspires and holds to patient work the "rebel passion."

We are well aware of the great structural movements leading toward a finer public service and toward the abolition of poverty. After all, no one can know how long or how short a time will be required for finishing this spade work of our civilization. But this much is sure—social workers can quicken the pace. This first year—immediately—we can help to make plain the power toward abolishing poverty which Congress has intrusted to the fact-finding commission in the coal industry. Is not that an auspicious beginning?

JULIA C. LATHROP

over chapter participation. Provision for support by the chest of the local and national work and retention of a vital Red Cross membership were included in the plan.

Big Brothers and Big Sisters

THEY claim that Big Brothers and Big Sisters are successful in 97 per cent of their efforts. "Frankly, I don't believe it," says Rowland C. Sheldon. "You can't be sure of success in social work till a person is safely dead and buried—and this form of effort is still too young to apply that test." However, granting even half that figure, it is better than the reformatories can truthfully claim in correcting juvenile delinquency.

Ninety-eight per cent of the persons engaged in Big Brother and Big Sister work are volunteers and unpaid; that tells the outstanding fact about it. That does not mean that 98 per cent of the work is done by volunteers. Fifty-six organizations of Big Brothers and Big Sisters report that they helped 14,952 children last year; but that only half that number were assigned to volunteers for intensive follow-up. The others were patched up and sent their way quickly—runaway children taken out of the children's courts and sent home, with a word to somebody in the home town; some domestic tangle unraveled; a job on a farm—"social first aid" that usually suffices.

Most of that can be, and is, done by the professional 2 per cent. But the greatest service, though perhaps not numerically, is that done by the volunteers. Friendship, encouragement, admonition, guiding can not be expressed nor valued in numbers.

"We try to keep complete records, but when one tries to add up the boys and girls we have gotten into the church-going habit, the money-saving habit or into the way of reading books instead of attending the movies; or the number of children sent away to summer camps or induced to join the Boy Scouts, the Girl Scouts, the Y. M. C. A., Y. W. C. A. or Hebrew associations, or Catholic Boys' Clubs and gymnasiums; and when we add up the number of dental examinations—when we have added that far, some child is knocking at the door, and the work in hand always seems to be worth two in the book."

There has been an increase of sixty-four organizations of Big Brothers and Big Sisters in the past year; there are now 220. Eighty-nine of these are committees of Rotary, the Elks, Council of Jewish Women, B'nai B'rith, Holy Name societies and similar associations; the others are independent organizations of Big Brothers and Big Sisters.

Boys' Clubs

THE seventeenth annual convention of the Boys' Club Federation, May 7-11, was the most largely attended, enthusiastic and helpful in the federation's history. One session was given to the discussion of financing a Boys' Club. The community chest received more favorable than unfavorable comment, and the conclusion was that it was to be commended when wisely administered.

A half day given over to a round table conference on programs revealed the fact that Boys' Clubs believe in having as many kinds of programs as there are kinds of boys. All the "ready-made" programs are used—and then some. Experiences in adapting programs to meet local needs were particularly illuminating. The conclusion was that it is wise to adjust programs to boys and not boys to programs.

A special committee gave a very comprehensive report on a system of merit recognition at boys' camps. The plan proposed not only provides an attractive camp program, but strongly emphasizes educational values, especially along the lines of nature study. A good case was made out for the farm-camp, with its happy combination of work and play.

Some interesting facts were brought out by the report of the executive secretary at the annual business meeting. There are now 212 organizations enrolled in the federation—of which twenty-nine were added during the past year—with a total boy membership of 158,764. Paid workers 693; volunteer workers 2,416. Eighty-eight Boys' Clubs own buildings valued at $6,700,380, an increase of twenty-five per cent during the year. These clubs are now located in thirty-four states. As the clubs specialize in the "underprivileged" boys, they are featuring vocational class work, and a wonderful exhibit of the work of boys was made at the convention in twenty-seven different classes.

Intercollegiate Community Service

THE undergraduate and alumnae representatives of a score of women's colleges who attended the meetings in Washington of the Intercollegiate Community Service Association carried away from the conference an inspiring realization of the essential unity of purpose and of standards in the social work field.

For over thirty years the I. C. S. A. (formerly the College Settlements Association) has been awakening a sense of social responsibility in college students. Through the college settlements, and later through a great variety of centers in college communities, it has helped its members to test their theories by active participation in some of the problems of democracy. These lessons in contemporary citizenship are further carried on through observation trips, vacation work in settlements, and lectures and local conferences on social problems.

But a great difficulty in the way of bringing the intellectual and inspirational appeal of social work to the individual undergraduate has been the lack of coordination in the transmission of the message. Such coordination was the great thing that the National Conference gave the I. C. S. A. "With its clear enunciation of a unified purpose running through all the specialization of its activities, it bound up our local diversities of interests as parts of a single great endeavor. The delegates turned to the careful planning of their own work with a new sense of its importance. With E. C. Lindeman and J. J. Mallon helping us to apply the message of the conference to our group and local problems, and with Mrs. Falconer relating it to our individual lives, we caught a real sense of participation in one of the great movements of modern life."

Probation

WITH an attendance of over four hundred judges, probation officers and others interested in social court work, representing thirty-two states and two foreign countries, the seventeenth annual conference of the National Probation Association was the largest and most representative yet held.

The scientific aspects of social court work were emphasized. Probation work is becoming more truly professional. This came out in the discussion of newer probation methods, in the report and discussion on training for probation work, in the valuable report of the Committee on Records and Statistics, of which Mabel B. Ellis is chairman, and in the address of Dr. Francis L. Dunham, psychiatrist of the Juvenile Court of Baltimore, on the Scientific Approach to Delinquency, together with the discussion of the relation of clinical work to the courts.

Mrs. C. C. Warrington, state probation officer of Indiana, reported on the marked developments of the past year in extending state aid and supervision to probation work.

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Sixteen states now have departments for this purpose. These are securing the extension of better juvenile court and probation work throughout their respective states. The development of state and local associations of probation workers, a movement which is now being fostered by the national association, was reported upon and a special committee was appointed to develop these local associations.

A very strong defense of adult probation was voiced by Edwin L. Denby, secretary of the navy. Mr. Denby believes that the extension of adult probation work is inevitable, as not only the most humane but the most scientific way to treat conduct disorders.

Dr. Charles Platt, psychologist, of Philadelphia, and Dr. William A. White, the eminent psychiatrist, agreed that the individual study and treatment possible through the probation method, but impossible through adherence to classical criminal procedure which treats the crime and not the criminal, is the most successful method of treating and preventing delinquency. Dr. Platt, in a searching analysis of the thief as a type of practical delinquency problem, showed that the thief was not necessarily abnormal and that his responsibility and, therefore, treatment are relative and that effective justice can only be achieved by insight into his previous history and environment, with individual educational treatment rather than punishment per se.

Perhaps the most significant achievement of the conference was the adoption, at a session arranged jointly by the Federal Children's Bureau and the association, of a complete set of juvenile court standards (see following note). The association resolved also to draft and publish a model juvenile court law and brief thereon, so as to carry out in practical form the recommendations of the committee. James Hoge Ricks, judge of the Juvenile and Domestic Relations Court, Richmond, was elected president of the association.

Juvenile Court Standards

THE committee on juvenile court standards appointed by the Children's Bureau of the United States Department of Labor in 1921 made its final report. The committee has been at work for two years. It submitted a preliminary report at a joint meeting in Providence in June, 1922, and after a two-day session in January of the present year, agreed upon a draft of standards which was sent to more than two hundred judges, probation officers, and others interested in juvenile courts, more than fifty of whom made specific suggestions. These were considered by the committee and the revised draft of the standards submitted to the 1923 conference, which discussed, amended, and adopted them. The final draft will be published by the Children's Bureau.

In brief, the standards declare that there should be available to every community a court equipped to deal with children's cases, vested with chancery jurisdiction and with criminal jurisdiction in adult cases, and empowered to deal with delinquent, destitute, and neglected children; children whose custody is to be determined by reason of their being in need of protection and supervision; adoption cases, mentally defective children; violations of school-attendance laws beyond the provisions for control by school administration; contributing to delinquency or dependency; nonsupport or desertion of minor children; and the determination of paternity and the support of children born out of wedlock. The age limit of jurisdiction, it is declared, should be not lower than eighteen years. The jurisdiction of the court should begin as soon as petition is filed or as soon as a child is taken into custody, and the police should not attempt to handle unofficially cases of juvenile delinquency after the child has been taken into custody. The number of children detained and the length of detention should be kept at a minimum, and so far as possible those who must be detained should be provided for in private boarding homes.

With reference to study of the case, the standards declare that social investigation should be made in every case, and that psychiatric and psychological study should be made at least in all cases in which the social investigation raises a question of special need for study, but only by a clinic or examiner properly qualified for such work. The standards emphasize the need for privacy and informality in the court hearing, and state that it is desirable that girls' cases should be heard by a properly qualified woman referee. Emphasis is placed in the section on "disposition of cases" upon the need for fitting the treatment to the child. Standards of probation and supervision are set forth, and attention is called to the necessity for an adequate record system and for the compilation of statistics.

The Ex-Presidents

AN innovation at Washington was a luncheon to the ex-presidents. Out of twenty-four living, nineteen were in attendance. They gave personality to the scroll of the conference history as it has unrolled. There was a message from Timothy Nicholson of Indiana (1902), now in his nineties. There was Hastings H. Hart (1893), the oldest of the group in point of service and himself still in harness, who named others of the pioneers, Sanborn and Brinkerhoff, Wines and Letchworth and Byers. There was C. E. Faulkner (1899), who carried his listeners back to the sixties and the battlefields of the Civil War. There was Alexander Johnson (1897), the publication of whose Adventures in Social Welfare was a feature of the semi-centennial and who as Uncle Alec lent color to many an occasion at Washington, reminiscent of his secretaryship in those formative years when the conference was stretching its tent ropes. State board men these in their beginnings—as was William R. Stewart, of New York, who was president at the twenty-fifth anniversary conference in 1898, but who was unable to come to Washington. The tradition has been kept up by not a few of the later presidents whose affiliations with other phases of social work are, however, more generally known. Their distinctive contribution is epitomized by Amos W. Butler (1907), who has just retired as secretary of the Indiana state board after twenty-five years consecutive service to the insane and the feeble-minded, to prisoners and children, and whose record is written large not only in brick and mortar, but in progressive legislation and in a humanized technique. The tradition had its present-day incarnation in the person of Robert W. Kelso, who as secretary of the Massachusetts board was elected to the presidency of last year's conference at Providence.

Separated by over a dozen years in the dates of their administrations (1901 and 1915) were Mr. and Mrs. John M. Glenn. Perhaps there is no other national body in the United States which has thus recognized the individual contributions of husband and wife, or to which such a pair have made such contributions. In their mutual and varied interests, they mark the transition period when the emphasis was shifting from state to city problems with the rise of the charity organization group to leadership in the conference. During this period, the habit was to elect distinguished volunteers, the late Robert Treat Paine, for example (1895), the first to break the state board tradition; Robert W. de Forest of New York (1903), who returned during the conference week from a tour of the world, and Jeffrey R. Brackett (1904), then of Baltimore.

Thereafter—again a shift marking the further emergence of the conference as a professional grouping—came the executives of the charitable societies, Edward T. Devine of New York (1906), today a member of the United States Coal Commission, Ernest P. Bicknell of Chicago (1909), who was called to Europe on Red Cross business the week of the Washington gathering, Homer Folks (1911) and Frank Tucker (1913) of New York, and Frederic Almy (1917) of Buffalo.

Midway should be counted those whose chief professional interests lay in other fields—Julian W. Mack (1912)—the bench, and the Rev. Francis H. Gavisk (1916)—the church.

Essentially interpreters, living closer in, were the next group to deliver their message from the presidential chair of the conference; Jane Addams of Hull House (1910), who sent a cabled greeting to Washington from Shanghai; Graham Taylor of Chicago Commons (1914) and Robert A. Woods (1918) of South End House, Boston. Julia C. Lathrop (1919) is of this settlement group, but together with the two remaining ex-presidents to be listed, Owen R. Lovejoy (1920) and Allen T. Burns (1921) she may be associated especially with those challenging national movements which have been the outgrowth of this social pioneering in state and city and neighborhood.

Lest this representative gathering of the ex-presidents may be thought to have been altogether a sober affair, let us set down Frederic Almy's quip: "I'm on the shelf," he said to a younger delegate who asked him what he was doing. "Oh, tut!" said the younger delegate. "That's more insulting," said Almy. "There are limits. I resigned six years ago—not six thousand!"

Mr. Folks

IF the ex-presidents' luncheon ran the gamut of conference interests in terms of nineteen people, there was another luncheon which ran it in terms of one, with nineteen or more facets to his experience. This was the luncheon to Homer Folks, president in 1911, and reelected as a signal honor for the fiftieth year.

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Mr. Folks is broadly representative of the ministering, organizing and preventive activities of the last three decades. Indeed, he would make a fairly sizable conference himself should he on occasion take in turn the various parts he has filled and filled to running over. That is just what happened at this luncheon, his friends speaking for these various parts down an amazingly long speakers' table. Here was Secretary Hughes in happy vein, telling of the cooperation given him as governor of New York by the secretary of the State Charities Aid Association as he faced the problems of the budget and public institutions. Here was the ranking public health official of the United States telling of a progressive state code which the guest of honor had not only drafted but got passed and testifying that no layman has contributed more to the promotion of health. Here was the dean of child welfare workers confessing that it was Mr. Folks rather than himself who drafted the White House Conference report in Roosevelt's time which had brought unity and understanding out of chaos in that field. Here was the secretary of the probation commission which he headed telling of his revolutionary achievements in the treatment of first offenders. Here was the secretary of the National Child Labor Committee telling of his pioneer work as its first chairman.

Here were associates in the city administration of New York (where he was one time commissioner of public charities); in the tuberculosis movement (where he revivified that half-moribund unit, the county, by giving it a new and appealing task); and in his Red Cross work in France.

And so the witnesses spoke up and down the length of the table—physicians and financial experts, priests, insurance presidents and "boys" he had broken in. And not the least precious was a telegram from Louisa Lee Schuyler and Mrs. William B. Rice, whose social work began like that of Josephine Shaw Lowell's with the sanitary commission during the Civil War and who have stood behind Mr. Folks for all the years since his coming to New York.

In response to it all, Mr. Folks may be said to have offered confession for the whole conference in making his own; in owning to mistakes made; to opportunities unimproved; to going too fast and going too slow; to doing too many things and doing too few; to making too many enemies and enemies not enough. But whether going too slow or too fast, too much to the right or to the left, he believed that he had kept his face to the front; at least he had tried to; and whatever motion there was, was ahead.

A. A. S. W.

WITHIN the last two years a new factor seems to have entered into the life of the National Conference of Social Work—the interest in the professional organization of social workers. At the conference in Milwaukee two years ago the meetings of the American Association of Social Workers first aroused new interest and brought a surprising number of members to the discussion of the association's program. In Providence, in 1922, an enthusiasm for the purposes of the association and a militant interest in its policies resulted in discussions unusually spirited, even for the best of conferences. The question that most agitated the group at that time was the financial policy of the organization. Of the two camps proposing two different policies, the one which represented a self-conscious attitude determined to make the association as nearly as possible self-supporting carried the day and the year.

There was much curiosity to see what the state of mind would be after the lapse of a year and what progress the association had made under the new policy. If the size of the annual meeting which filled the Hall of Nations at the Hotel Washington, the number of compass buttons, the breakfasts, luncheons and the groups of members in agitated discussion were any indication, the interest of social workers in their professional organization had increased in the course of the year beyond any expectation. The membership of the association had increased during the year from 1,780 to 2,427 and the income from membership fees grown at a rate more than double the previous year.

The most vital issue at the Washington meetings seemed to be the relative powers, activities and responsibilities of the national organization and its local chapters, of which some fifteen had been established in the course of the year. The proposed western district office of the Vocational Bureau in Chicago was also discussed, and the standards of eligibility to the association, in which training schools are taking as much interest apparently as the association itself. Harry L. Hopkins of New York was elected president for 1923-24.

Officers of the National Conference for 1924

President

GRACE ABBOTT, director Federal Children's Bureau, Washington.

First Vice-President

LEE K. FRANKEL, third vice-president Metropolitan Life Insurance Company, New York.

Second Vice-President

REV. PETER BRYCE, secretary Social Service Council, Ontario.

Third Vice-President

JUDGE JAMES HOGE RICKS, Juvenile and Domestic Relations Court, Richmond, Va.

New Members Executive Committee

M. EDITH CAMPBELL, director Schmidlapp Fund, Cincinnati.

MARTHA P. FALCONER, American Social Hygiene Association, New York.

JOHN L. GILLIN, national director educational service, American Red Cross, Madison, Wis.

C. MAC LEAN, secretary Federation for Community Service, Toronto.

AMELIA SEARS, assistant general superintendent, United Charities, Chicago.

The budget of the association for 1923 was given as approximately $38,000, of which $15,000 were expected from individual membership fees, $10,000 from organization memberships, $6,000 from contributions by individual members and $9,000 from foundations. The treasurer reported that the rate of income for the first four months of the year had fully justified the expectations of these sums.

Those who attended the conference may be pardoned for the levity of judging the greatest contribution of the association to the conference to have been the Follies (even though the association itself made about $600 on the event).

Social Service Exchanges

MECHANICAL devices and clerical minds have always been essential to the development of lasting social work. And as family relief workers view their problems with a broader vision and have a keener understanding of the demands made upon them so it is that Social Service Exchange executives see a possibility of service to the community which would have been unheard of a half century ago.

The biggest asset to an exchange secretary is vision—vision of ways and means to perfect cooperation in local groups—to see the job not only as serving individuals who need treatment or aid, but as directing a community-wide office which will, to use the well-known phrase, prevent duplication of effort and material, will bring harmony to overworked, skeptical agencies, and will see an opportunity for special service in a Fresh Air Exchange, a Christmas Clearing House or a City-Wide Information Bureau. Given the vision, a secretary may easily turn to a national organization for advice and information as to the technical life of an exchange. The technical side has life—it changes and develops and, in order to give accurate and helpful data out of a maze of cards, it has become so formal and intricate that beginners feel the necessity of turning to experts for judgment. The organization of a national association to give advice on proper function, modern policies, standard terminology, etc., has developed into such a task that the demands cannot be properly met.

The advancement of community councils and financial federations throughout the country has helped change the management of exchanges in a very natural way. Community councils are also doing a piece of community team-work for local organizations. Accordingly, it has seemed wise if not essential to a progressive future for a social service exchange to be under the direction of such a community machinery. Partly because of this new influence all exchanges have been developing so fast and are so in need of standardized service and research data from the American Association of Social Service Executives that the budget of the national association is unable to fill all the needs. With this thought in mind the executive committee of the American Association has been considering a possible future relationship with the American Association for Community Organization.

There were technical talks and publicity talks at the meetings of the American Association of Social Service Exchanges dur-

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ing the National Conference, but the most lasting impression was the need of educating social agencies in the proper use of the service and the real value of it. It is a salesmanship but nevertheless a social work job.

Family Social Work

CIRCULATORY drafts, cross currents and general interplay of ideas rather than any attempt to put over a formal message were the order of the day at this year's meetings of the American Association for Organizing Family Social Work. For the first time reports of the association's committees had been sent to the member societies well in advance of the conference and formed the basis of much of the discussion at the annual business meeting.

The interplay of family societies through their national organization was considered at the opening meeting along with some of the fundamental beliefs of family social workers—the value of casework statistics as a contribution to preventive social measures, the family as the normal setting for the growth of the individual, the need of case-thinking in public administration and the importance of group thinking, whether through case conferences, committees or staff meetings, in the development of family social work. From the discussion of staff development came the suggestion that not only is there a need for an updraft of ideas—from visitor to board—but also for a continual interchange of ideas among members of the same staff and between societies. Education for parenthood, as well as the education of parents and of those working with them in an understanding of relationships within the family circle, were concretely considered at another meeting. On the last afternoon of the conference a group of three hundred or so attempted critical comment and correlation of a very tentative draft of a code of ethics. There was of course no attempt at crystallization, but there was plenty of discussion, which may be available in some form later on.

There was a record attendance at the Small City Luncheon where one hundred and thirty workers discussed the thrill of the small city job and the possibility of getting some of this thrill—along with good technique—into the training of workers in the smaller cities.

Thought-provoking rather than dogmatic—we may well hope that the meetings this year signal a step forward in group thinking and group discussion among the workers of family social work societies.

Mothers' Pensions

MOTHERS' pension officials met at a luncheon conference on May 21 under the auspices of the Mothers' Pension Committee, Division of the Family, Mr. Bruno presiding. The speakers were Ada Ruth Burns, Board of Child Welfare, Buffalo; Emma C. Puschner, Board of Children's Guardians, St. Louis; Isabel Kennedy, Ohio Board of Public Efficiency; Irene Kawin, Funds to Parents Division, Juvenile Court, Chicago; Evalyn Cavin, Mothers' Assistance Fund, Philadelphia, and Emma Lundberg, Children's Bureau, Washington.

In view of the confusion resulting from the use of the expression Mothers' Pensions the committee has changed its name to the Committee on Public Aid to Mothers with Dependent Children in their own Home.

At the 1922 executive meeting the committee voted to continue its study on standards of administration begun the previous year (Federal Children's Bureau Publication 109) along lines of health, education, housing, recreation, household equipment, etc. Realizing, however, the necessity for the orderly and scientific gathering, classification and interpretation of data, it has requested the federal Children's Bureau to make such studies with the cooperation of the committee, and has suggested that the first investigations cover health, housing and educational standards.

Illegitimacy

THE annual Intercity Conference on Illegitimacy was held in Washington on May 19. Mrs. Ada Eliot Sheffield gave a brief account of the work of the Boston Research Bureau on Social Casework, of which she is director. Professor Ernst Freund of Chicago followed with an interesting statement of the work of the Commission on Uniform Laws relative to the uniform illegitimacy act. He made a strong point of the need of recognition by social workers of the legal profession's hesitancy in accepting new codes dealing with illegitimacy, and of patience and diligence in setting up standards for legislation that will be supported both by the bar and the community.

Mrs. Edith Baylor of Boston, the third speaker, dwelt on the need of individualizing treatment. Good casework must be done, she pointed out, not alone with the mothers, but with the fathers as well. William Hodson gave a resumé of the experience of Minnesota in enforcing the law providing for the support of children of unmarried mothers.

The Child Welfare Groups

THE Child Welfare League of America this year, as last, held joint program meetings with the National Children's Home and Welfare Association. One of the sessions was given up to a discussion of Social Case Diagnosis in Children's Work, at which Mrs. Mary E. Holland, of the Denver Child Welfare Bureau, and Mrs. Martha J. Megee, of the Pennsylvania Children's Aid Society, Philadelphia, read papers. Children's Work in Rural Communities and The Relation Between Public and Private Child-Caring Agencies each had one session. At one of the evening sessions Albert H. Stoneman, state superintendent of the Michigan Children's Aid Society, gave a very interesting analysis of the principles on which the development of the state-wide plan of the Michigan Children's Aid Society was built.

At the business meeting of the league, the new Committee on Group Movements in Child Care told of the work it was undetaking in assisting fraternal orders, religious societies, civic clubs, and other organizations in developing their interest in child welfare along helpful lines. In view of the fact that the American Legion, the Brotherhood of American Yeomen, certain religious organizations, and many others are considering various plans to spend millions of money in the care of children, the organization of this committee was considered opportune.

The league reported a membership of about one hundred organizations in America and Canada. During the past year it held three regional conferences. It has several others projected.

The Conference on Child Welfare Legislation held two meetings in Washington during the National Conference week, with William Hodson, chief of the Division of Child Welfare Legislation of the Russell Sage Foundation, presiding.

Recent Progress in Child Welfare Legislation was outlined by C. L. Young, Bismarck, N. D., who was chairman of the Children's Code Commission of that state, and James Hoge Ricks, judge of the Juvenile Court of Richmond, Virginia, who was a member of a similar commission. In both states children's bureaus were set up in the welfare departments, but in Virginia provision was also made for county boards of public welfare. The work and jurisdiction of the Juvenile Court was strengthened in both states. The uniform illegitimacy law was passed in North Dakota, with the idea of supplanting the law passed in 1917, modeled after certain provisions of the Norwegian Castberg Law. It is not at all clear, however, that the law of 1917 is no longer on the statute books.

At a later meeting Frances Ingram, chairman of the Kentucky Children's Code Commission, spoke on The Advantages of a Permanent Child Welfare Commission. George A. Hall, executive secretary of the New York Children's Code Commission, told of some of the difficulties encountered in securing proper consideration for child welfare measures, and Emma O. Lundberg of the Federal Children's Bureau gave good advice on the organizing of commissions, so that they may accomplish their work with least loss of time and effort. Hastings H. Hart of the Russell Sage Foundation, summed up the application of all these lessons to future work.

Day Nurseries

WHAT mental equipment should the child possess when he arrives for his first day at school? This topic, under the heading of Desirable Attainments for the Child of Five, was presented at the Day Nursery session of the National Conference of Social Work in Washington by Dr. Agnes L. Rogers, professor of education at Goucher College, Baltimore.

It is the experience of most primary teachers, Dr. Rogers said, that the average child entering school has only a meager intellectual equipment and is frequently handicapped by an accumulation of bad habits; nursery schools both in this country and abroad have demonstrated that he might enter with much fuller powers.

Dr. Rogers presented a tentative list of sixty-seven "desirable behavior acquisitions" for children of pre-school age, divided into health habits, skills, intellectual habits, social-moral habits, and emotional habits.

Professor Mary S. Rose of the Depart-

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ment of Nutrition of Teachers College, Columbia University, spoke on The Children's Right to Good Food and outlined a model diet for the five-year-old, "in which milk may well furnish 40 per cent of the total fuel value. Spinach, carrots, peas, cabbage and tomatoes should be in every child's 'repertoire.'"

The community relations of the day nursery should be one of the next developments of day nursery work, according to Mrs. Helen G. Tyson, of Pittsburgh, formerly head of the Hospital Social Service Department at the University of Pennsylvania and first state supervisor of mothers' pensions in Pennsylvania, who discussed The Present Status of the Day Nursery in the Field of Child Welfare. In the case of large families, those of four or more children of nursery age, Mrs. Tyson believes that it would be not only wiser but more economical for the nursery to make a grant to the mother so that she might remain at home and care for her children herself, but in the case of smaller families, the nursery is the best solution. Mrs. Tyson refuted the accusation that day nurseries send mothers into industry.

Visiting Teachers

THE aim of society—and therefore the aim of the teaching of the school—is complete living. This idea underlay the insistence of many speakers at the Visiting Teacher meetings that the school needs to know the whole child. A full understanding of the child is necessary in order to prepare him for society, yet—although visiting teachers are employed here and there—the schools by and large *are* "wofully ignorant of what goes on in the homes and back alleys of the community," as Joseph K. Hart said.

To deal successfully with its present complex problems, the school must share the spirit and vision of social work. Dr. Bernard Glueck advocated a change in classroom attitude. The teacher's success in class management, he believes, is dependent on her personality as well as her training. Her satisfactions or dissatisfactions with life are reflected in her attitude toward the child. A happy home and school background helps to keep her free from the authoritativeness which stirs the child's resentment against "fool rules." Dr. Glueck pleaded for a class atmosphere of cheerfulness, confidence and fairness, a sense of proportion, and a personal study of each child. He would go further, and substitute in the training schools the newer contributions of psycho-analysis and studies in actual human relationships for hypothetical theories of the juvenile brain as they originate in the adult mind.

Other speakers, while emphasizing the importance of personality in teacher and visiting teacher, proposed changes in training courses to include sociology and methods of social casework; and an avoidance rather than a healing of the gap between home and school through mutual visitation and give and take of the best each has to offer.

It was brought out that since prevention is better than adjustment, and since the percentage of successes in social casework among juveniles is far greater than among adults, the responsibility to prepare for complete living naturally rests with the school. It was felt that the visiting teacher's studies of individual children and groups of children, and her understanding of the forces in the community that affect the child for good or evil, are aiding the school to adjust itself to the child's social needs, and to function more successfully in teaching social ideals and social controls.

Travelers Aid

IN six busy sessions the National Association of Travelers Aid Societies adopted the report of its reorganization committee appointed to consider the Fosdick-Jones survey of the association and of Travelers Aid problems (see The Survey, Feb. 15, 1923); authorized annual chartering of local societies by the national association and increase of local dues, in by-laws which were recommended by the reorganization committee; approved a $75,000 budget for 1924 and agreed that as local societies they would endeavor to contribute in each city not less than 6 per cent of the local budget for national work; adopted the report of the association on Inter-City Responsibilities of Travelers Aid Societies, the report defining standard practices in dealing with travelers going from one city to another in care of Travelers Aid Societies; heard addresses from representatives of the two national bodies in the Dominion of Canada which supervise and coordinate Travelers Aid work in that country, from the president of the Washington Travelers

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Aid Society and from W. W. Husband, Commissioner of Immigration; listened to reports of the year's work of the national association; discussed the relation of boards and staffs in local societies and elected officers and directors.

Owing to the great interest in the reorganization plans an extra business session was devoted to the discussion of the proposed changes in national policy, particularly that of giving the National Association of Travelers Aid Societies authority to charter local societies.

The decision in this matter, adopted unanimously after prolonged debate and initial opposition by some societies to the reorganization committee's recommendation, is regarded by national association leaders as marking greater recognition of the inter-city and national character of Travelers Aid service and the beginning of an era of closer cooperation between local Travelers Aid societies.

During the conference an agreement was reached with the American Red Cross by which the latter and the National Association of Travelers Aid Societies will undertake to be more specifically helpful to each other through their local affiliated units. The Red Cross, through its local chapters, will assist the National Association of Travelers Aid Societies to secure service for travelers in places to which Travelers Aid organization has not yet reached or where it may be too small to support professional service for travelers.

The International Institutes

AT the fifth annual conference on International Institute Work, called by the National Department for Work with Foreign-Born Women of the Young Women's Christian Association, there were approximately one hundred delegates from thirty-three cities, including volunteers and employed staff, both American and foreign-born. The delegates represented all sections of the country, and reflected American, Polish, Armenian, Czecho-Slovakian, Russian, Italian, Mexican, Dutch, Syrian and German thought.

The first day was devoted to a consideration of the International Institute as an expression of the liberal, international spirit of America in relation to the foreign-born people toward whom there still exists such a vast amount of prejudice. Some hours on the technique of administration, organization, and the use of equipment, led up to the address on Present Trends in Immigration by the Commissioner of Immigration.

The second day dealt with the casework aspect of institute work and cooperation with other agencies. This, of course, led the discussion around the world in the development of International Migration Service and its inter-country uniform service to migrants, of which the institutes in the United States are one terminus.

The group work side of foreign-born social service was discussed on the third day. There was an analysis of the group experience which migrants of different nations bring with them, and discussion of the technique of program building out of these personal, or racial, or class experiences, with reference especially to the shy immigrant woman.

Three or four conclusions can be drawn from the conference: First, that the national and international continuity of the International Institute work has proved of extraordinary strength, that it is solving the problem of the immigrant, and is developing international good will through the cooperation of the social service groups of several countries on each individual case. Second, that there is a growing group consciousness and a professional appreciation of their specialized training among nationality workers. Third, that it is possible to define the field of the Institute as partly a casework agency, and to limit the kind and degree of social problems for which it retains major responsibility. Lastly, that the fundamental principle of group work among foreign people, whether for educational or social purposes, must recognize group experience in the old country, and consciously try to make the American social environment a satisfying substitute for it.

Immigration

THE Conference on Immigration Policy held two well attended meetings at Washington. The current economic aspects of immigration and proposed legislation were discussed at the first of these by J. H. Friedel, of the National Industrial Conference Board; C. T. Bridgeman, of the National Council of the Episcopal Church; and Mrs. Edith Terry Bremer of the Department of Foreign-born Women, National Board, Y. W. C. A. The recent survey of America's labor supply made by the National Industrial Conference Board as of April 15, 1923, was reported upon by Mr. Friedel. The investigation showed that 2,286 industries employing 874,000 men reported an average of 3.6 per cent of their available jobs unfilled because of lack of labor. In view of the many reports that there is a serious labor shortage this figure is surprisingly small. The many diverse influences brought to bear upon Congress when immigration bills were up for discussion were outlined by Mr. Bridgeman. Mrs. Bremer explained the significance of the various devices to effect restriction and selection employed in writing immigration legislation.

The luncheon meeting took up some of the biological and sociological aspects of the presence of foreign-born groups in America, with Professor Raymond Pearl of Johns Hopkins and Professor Herbert Miller of Oberlin as speakers.

Professor Pearl, treating immigration from the biological viewpoint, showed that the immigrant has succeeded very well in adapting himself physically to our American life, but has had some difficulty socially. This social difficulty he felt was easily controllable as it arose from our failure properly to understand or evaluate the immigrant. He said that there was no ground for supposing that the immigrant was of inferior stock; indeed his very presence here was evidence of selection for a certain type of superiority.

Professor Miller took pains to differentiate between the scientists who were studying immigration and the pseudo-scientists who claimed so much the attention of the general public and Congressional committees. The fallacies in a recent Congressional committee report on America's Modern Melting Pot were mentioned as an illustration of how facts can be misread. Professor Miller pleaded for a happier method of studying the immigrant, dwelling on the broad bond of common human interests which should draw together the native and foreign-born.

Ernest Greenwood, America's unofficial member of the International Labor Office at Geneva, Switzerland, and a member of the C. I. P., turned the discussion in conclusion to the subject of projected immigration legislation, outlining the new idea that the "quota" will hereafter be figured on the basis of the number of naturalized of each nationality.

Publicity Persons

"WHAT we need is to be concrete. Social workers must have concrete heads," said the social worker. And the city editor replied, "You don't need 'em, you're born with 'em."

Be that as it may, the Committee on Publicity Methods in Social Work certainly offered a concrete program to some hundreds of aspiring social work publicists at Washington last week.

What's the matter with your printed matter? This was the subject of two "clinics," at which the leaflets, folders, car cards and posters of some two score of health, family, church and community chest organizations were stethescoped, X-rayed and diagnosed. "Lay-out"—typography, color, illustrations, etc.—was discussed by Professor Frank Alvah Parsons and Douglas McMurtrie. "Copy"—subject matter—was handled by Professor E. J. Kilduff and Dr. Charles Stelzle. As piece by piece the printed matter was analyzed, the audience must have learned unforgetable lessons in a sounder, more effective use of type, illustration, color combination and text.

Similarly motion pictures of social work were shown and constructively criticized. Appeal letters, house organs and publicity "stunts" were also immersed in a critical discussion bath.

One session was devoted to a demonstration of a speakers' bureau in operation, and speakers in action. The audience was asked to imagine itself successively an assembly of eighth grade public school children, chamber of commerce members gathered at a weekly luncheon, a woman's club, a labor union, and the members of a children's aid society in annual meeting.

In its determination to blaze new trails in presenting its subject matter the committee offered at its final session a clever one-act play entitled, Blue Penciled, which showed some of the ways in which social workers can get more and better newspaper publicity. The scene, laid in the editorial rooms of the Zenith City Clarion, revealed Leon Whipple, of the Department of Journalism, New York University, in the role of editor; Arthur P. Kellogg, of The Survey, as copy reader, and Katherine Z. Wells, of the New York Tuberculosis Association, as a social worker.

Among the many words of practical counsel which the editor, Mr. Whipple, offered to the social worker, perhaps none were more important than these: "I wish social workers would spend more time

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analyzing and interpreting their facts so we outsiders can see what they all mean. We aren't specialists and we don't understand. When they make things clear and vivid, they'll get a lot more space . . . and lack of a sense of humor kills many a chance for these folks. . . . We've got to print the good stuff, whether it's about crime or social work."

The Follies

EVERYTHING was bigger at Washington—including the Follies. At one of the publicity group meetings Frank Alvah Parsons remarked sternly to the assembled social workers: "If you are really as serious as you look, God help the world." The Follies proved that they weren't. There were some serious attempts to be funny, of course—there always are. But two thousand tired social workers shouted their approval of the five acts and stayed long after midnight to see them all.

It was a regular theater and everything. "Twenty Buckeye belles—and a few men"—led by Mr. and Mrs. Fred C. Croxton, performed as a "kitchen cabinet orchestra." Kelso and Parsons and Miss Barnes gave an authentic Boston Irish rendition of The Workhouse Ward. Elwood Street extracted Community Chestnuts from his troupe. Clare Tousley and Alice Standish Buell were irreverent and musical through a varied act which toyed lightly with the great and rose to its climax in an amusing Gallagher and Shean duet. And if anything in social work is funnier than Phil Jacobs' Health Fairy stunt—a light-footed figure capering about the stage in white flannels and pink tarleton, bawling nonsense ditties in a resonant bass—we challenge the 1924 committee to produce it. The Routzahns and George Bedinger were chiefly responsible for an ambitious and successful performance.

Federations and Councils

AT the luncheon which opened the sessions of the American Association for Community Organization, it speedily became apparent that community chests are now basing their right to continued existence on accomplishments other than merely raising money for their participating agencies. Practically every one of the sixty-five federations reporting found not a little to say on the side of non-financial achievements.

For example, the delegate from Harrisburg, Pa., where the welfare federation had its inception two years ago in the local chamber of commerce, thought its important accomplishment was not the $3.81 per capita raised in its recent campaign, but "the merger of nursing service formerly handled by two agencies; the organization of the Traveler's Aid Society, the organization of an extension course in social service, and the successful clearing of Christmas giving through a Christmas 'mother.'"

The same constructive note was maintained—or at least attempted—in the five afternoon sessions that followed. Technical details were less in evidence than such questions as How can the community chest vitalize community social work by securing active, continuing, personal participation in the work of individual agencies? The conclusion was that federated financing, by freeing the agency executive of the burden of money raising, gives him an unexampled opportunity for enlisting the interest of thoughtful people in the work of his particular agency, without regard to the size of their monetary contribution. Capital accounts and building fund campaigns and their relation to community chest campaigns were discussed during one entire afternoon; the conclusion was that the "city plan for social work" requires the collective rather than the individualistic approach to the question of new buildings for social agencies.

The essentials of permanent success for a financial federation of social agencies received consideration and, curiously enough, not one of the speakers thought that success in raising the annual budget was the first essential. The holding of public confidence through educational work all the year round, it was agreed, is the rock upon which the success of the federation must be built. Success or failure in raising the combined budget is not a cause, but an effect of public understanding.

The Settlements

LIKE all the other conferences of "kindred groups" at Washington that of the National Federation of Settlements had an unusually large attendance; and this in itself gave color, and to a certain extent, direction to the discussions. The book recently published by Robert A. Woods and Albert J. Kennedy has given a new stimu-

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Here are the twenty best sellers (in order of preference) at the Survey Bookstall at the National Conference of Social Work. But, if what you want isn't on this list we will gladly get it for you. Prices are the regular retail prices. We pay postage.

Twenty Best Sellers at National Conferences

What Is Professional Social Work—Halbert	$1.50
The Mind in the Making—Robinson	2.50
Child Training—Patri	2.00
Adventures in Social Welfare—Johnson	3.00
Children Astray—Drucker & Hexter	3.50
The Unadjusted Girl—Thomas	3.00
Human Nature and Conduct—Dewey	2.25
Layman's Handbook of Medicine—Cabot	3.00
Sex and Common Sense—Royden	2.50
The Kingdom of Evils—Southard & Jarrett	5.50
Social Work—Cabot	2.00
The Family and its Members—Spencer	2.00
Mental Conflicts and Misconduct—Healy	3.00
Principles of Mental Hygiene—White	2.00
The Hobo—Anderson	2.50
A Friend at Court—Stern	2.00
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lus to the consideration of both principles and their practical applications. The older neighborhood workers found a crowd of younger fellow workers anxious to help them formulate methods of meeting the newer tendencies in social organization or find ways out of specific difficulties arising from a changed attitude toward settlements. Thus there was eager participation in the discussions both of the general and the group meetings. Two topics may be said to have predominated in the conference —seemingly little related but in reality arising from the same need for reorientation in neighborhood work; the settlement in its relation to other forms of community organization, and the development of the art-educational work of settlements.

An admirable exhibit of the products of settlement classes in arts and crafts illustrated that side of the work. On the growth of music schools and settlements, a report by Janet D. Schenck has just been published by the federation, and a number of sessions devoted to that subject were happily concluded with an inspiring address by Harold Bauer and a recital by Bauer and Gabrilowitch. Thomas Surette, who has done so much, both in England and in this country, to demonstrate correct methods of teaching musical appreciation and performance, attacked the chief obstacles to the American people's larger share in musical culture—obstacles raised by the illusive educational ideals of the community "sing" and by the commercial exploitation of natural taste for good music. To bring real music back into the homes of the people, the prevailing notion of what is popular must be abandoned; and there must be an honest sharing of genuine musical tastes. This, of course, goes right back to the original conception of the settlement's functioning and therefore linked up the discussions of the music group with those bearing on the relation of settlements to community centers and other types of neighborhood organization.

Robert A. Woods pointed out that the neighborhood as a unit in the carrying out of social programs is every year becoming more clearly recognized, not only in the sessions of the National Conference but also by the increase and growth of national organizations for the purpose of fostering community and neighborhood work. Leroy E. Bowman, secretary of the National Community Center Association, gave the results of recent studies of community organization and analyzed the advantages and limitations of many types of so-called democratic organization, such as school centers, which have not altogether fulfilled the hopes placed in them by their promoters during the recent period of enthusiasm. Mrs. V. G. Simkhovitch, in a masterly exposition of settlement purposes and methods in the midst of these newer types, encouraged the delegates to take an optimistic view of the settlement's present and future opportunities. The adjustment of conflicting movements in a community requires exactly the part which settlements have traditionally played, and requires even more today that we recognize the importance of the psychological approach to community problems.

Many talks with delegates to this conference have convinced the writer that the characteristic objective of settlement work still is frequently lost sight of; that the cultural and ethical aims of settlements on the one hand and the aim of democratic self-expression, as fostered in community centers, while they can and should be harmonized, must be kept distinct unless both are to suffer from vagueness of purpose. After all, it is personal influence and leadership, not the running of big institutional activities, that still counts for most in neighborhood work; and, rightly explained, the functioning of the settlement will regain its appeal to the finest elements among our young college graduates and others, which in some communities it seems to have lost.

Hospital Social Workers

OVER three hundred hospital social workers attended the fifth annual meeting of the American Association of Hospital Social Workers—the largest and most enthusiastic in its history.

Many of the discussions emphasized the importance of training personnel. M. Antoinette Cannon, speaking on the future of hospital social service, urged that hospital social workers be given more training and better understanding of social diagnosis and treatment and a broader conception of the relative place of hospital social service.

There is space to mention only a few of the papers read. Mlle. Noufflard's account of hospital social service in Paris has been mentioned in the general health report. Miss Cummings of New York, reporting on a study of the results of convalescent treatment of one hundred neuro-psychiatric patients in New York, declared that the convalescent home with good social service coordination is the most dynamic agent to promote the clinic work. Dr. Frankwood E. Williams sketched the history of psychiatric social work, tracing its origin not to follow-up work in state hospitals but to casework at such institutions as the Boston Psychopathic, the neurological clinic of the Massachusetts General Hospital, and the Phipps Clinic of the Johns Hopkins Hospital.

Dr. William Healy, director of the Judge Baker Foundation in Boston, defined the present-day psychiatric approach as the attempt to study relationships of cause to effect—first the relationships of the inner life of the individual to his resultant conduct, second the influence of environment on his inner life. The therapy should consist of the modifications of the inner life and the outer circumstances for the better adjustment of the individual.

Dr. Thomas V. Moore, professor of psychology in the Catholic University of America, drew a sharp contrast between the viewpoint of such psychiatrists as Freud and Jung and the viewpoint of the exponents of a thoughtful Christianity when confronted with the problem of a patient suffering from a psychogenic mental disorder.

The subject Children in Industry gave Dr. Francis L. Dunham, psychiatrist consultant to the Bureau of Labor and Statistics, Baltimore, an opportunity to put forward an interesting point of view in regard to what is commonly called "child labor." Dr. Dunham found a number of fallacies in the customary attitude.

Episcopal Social Service

AN interested attendance reaching as high as two hundred marked the third national conference of the Social Service Workers of the Protestant Episcopal Church. This conference makes no resolutions. It is purely an exchange of ideas. No action was taken that officially represents the mind of those present, but certain topics stand out as having commanded the most interest and provoked the most discussion.

Institutions.—One topic was the relation of the church to institutions. A movement was begun which will in some way combine the church hospitals in an association having as its object the support of common minimum standards projected by the American Hospital Association, the discussion of ways and means of financing, and similar aspects of the common welfare.

Mrs. Martha P. Falconer, of the American Social Hygiene Association, made a vivid survey of jail conditions. Her address will prove of great help in commending the suggestion of the National Department that the American jail be the social service project for the coming year.

Coordination.—It was generally agreed that the church is greatly in need of a complete survey of its social service agencies and resources. Steps were taken toward the accomplishment of such a survey.

Welfare Legislation.—Canon S. G. Dunseath, of Newark, presented an interesting story of what the diocese of Newark has been able to do in supporting legislation when welfare is involved.

Education.—It was shown that in fifteen Episcopal institutions preparing for the ministry a forward step is in prospect in greater emphasis on social service. Required and elective courses, affiliation with social service schools, and clinical work are being stressed. During the coming summer, social service will be emphasized in the summer schools of church workers, held throughout the country. In thirty of these schools at least one course will be given on social service.

The conference closed with an inspiring address by Senator Pepper who urged the gospel of trust and understanding as the basis not only of social work but of all relations, individual, national and international, if any good thing is to result.

The Bookshelf

LET him who says he cannot find time to read, meditate on the fact that nearly one thousand books were sold through The Survey at the National Conference of Social Work. This number is about 80 per cent more than last year and three times as many as at the 1921 conference.

The days are no longer than they were in 1921 and 1922 and the hours are just as crowded, but social workers have awakened to the fact that training and field work are poor tools unless they are kept sharp by constant reading.

What is Professional Social Work? by L. A. Halbert, swamped all other sales at the conference. James Harvey Robinson's The Mind in the Making came second. Child welfare and mental hygiene loomed large among the other best sellers, which are listed on the preceding page.

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THE AMERICAN ASSOCIATION OF HOSPITAL SOCIAL WORKERS—Miss M. A. Cannon, president, 105 East 22nd Street, New York City; Miss Lena R. Waters, executive secretary, The Johns Hopkins Hospital, Baltimore, Md. Organization to promote development of social work in hospitals and dispensaries. Annual meeting with National Conference of Social Work.

AMERICAN ASSOCIATION FOR ORGANIZING FAMILY SOCIAL WORK—Mrs. John M. Glenn, chairman; Francis H. McLean, field director; David H. Holbrook, executive director, 130 East 22nd St., New York. Advice in organization problems of family social work societies (Associated Charities) in the United States and Canada.

AMERICAN CHILD HEALTH ASSOCIATION (formerly American Child Hygiene Association and Child Health Organization of America)—Headquarters, 532 17th St., N. W., Washington, D. C.; Administrative Offices, 370 7th Avenue, New York. Herbert Hoover, President; L. Emmett Holt, M.D.; Livingston Farrand, M.D.; Thomas D Wood, M.D.; 1st, 2nd, 3rd Vice-Presidents, respectively; Corcoran Thom, Treasurer; Philip Van Ingen, M.D., Secretary. To promote health among children from conception to maturity—this to be accomplished through cooperation with parents, doctors, nurses, teachers, and other health workers; by dissemination of scientific information and teaching methods in schools, through conferences, addresses, pamphlets, publicity material, and a monthly magazine, "Mother and Child."

AMERICAN COUNTRY LIFE ASSOCIATION—K. L. Butterfield, president; Henry Israel, executive secretary, Room 1849, Grand Central Terminal Building, New York City. Emphasizes the human aspect of country life. Annual membership, $3.00, includes "The Country Life Bulletin."

AMERICAN HOME ECONOMICS ASSOCIATION—Lenna F. Cooper, secretary; Battle Creek Sanitarium, Battle Creek, Mich. Organized for betterment of conditions in home, schools, institutions and community. Publishes Journal of Home Economics. 1211 Cathedral St., Baltimore, Md.

AMERICAN PEACE SOCIETY—Founded 1828, labors for an international peace of justice. Its official organ is the Advocate of Peace, $2.00 a year. Arthur Deerin Call, secretary and editor, 612-614 Colorado Building, Washington, D. C.

AMERICAN PRISON ASSOCIATION—Annual Congress of American penologists, criminologists, social workers in delinquency. Next Congress Boston, Massachusetts, September 13-19, 1923. E. R. Cass, General Secretary, 135 E. 15th St., New York City.

AMERICAN SOCIETY FOR THE CONTROL OF CANCER—Frank J. Osborne, executive secretary; 370 Seventh Ave., New York. To disseminate knowledge concerning symptoms, diagnosis, treatment and prevention. Publication free on request. Annual membership dues, $5.00.

AMERICAN SOCIAL HYGIENE ASSOCIATION—370 Seventh Ave., New York. To promote a better understanding of the social hygiene movement; to advance sound sex education; to combat prostitution and sex delinquency; to aid public authorities in the campaign against the venereal diseases; to advise in organization of state and local social hygiene programs. Annual membership dues $2 including monthly journal.

THE CHILD WELFARE LEAGUE OF AMERICA—C. C. Carstens, Director, 130 E. 22d Street, New York City. A League of children's agencies to secure improved standards and methods in their various fields of work. It also cooperates with other children's agencies, cities, states, churches and other groups to work out worth-while results in phases of child welfare in which they are interested.

COUNCIL OF JEWISH WOMEN—305 West 98th St., New York. Rose Brenner, president; Mrs. Harry Sternberger, executive secretary. Promotes civic cooperation, education, religion and social welfare in the United States, Canada, Cuba, Europe.
Department of Immigrant Aid—799 Broadway, Mrs. S. J. Rosensohn, chairman. For the protection and education of immigrant women and girls.

COMMUNITY SERVICE—315 Fourth Avenue, New York City. A national civic movement for promoting citizenship through right use of leisure. It will, on request, help local communities work out leisure time programs. H. S. Braucher, Secretary.

FEDERAL COUNCIL OF THE CHURCHES OF CHRIST IN AMERICA—Constituted by 30 Protestant denominations. Rev. Chas. S. Macfarland, Rev. S. M. Cavert, general secretaries; 105 East 22nd St., New York.
Commission on the Church and Social Service—Rev. Worth M. Tippy, executive secretary; Rev. F. Ernest Johnson, research secretary; Agnes H. Campbell, research assistant; Inez M. Cavert, librarian.

HAMPTON INSTITUTE—Trains Negro and Indian youth for community service. Advanced courses: agriculture, builders', business, home-economics, normal. Publishes "Southern Workman" and free materials on Negro problems. J. E. Gregg, Principal.

INTERNATIONAL COMMITTEE OF YOUNG MEN'S CHRISTIAN ASSOCIATIONS—First appointed 1854, located New York City 1866, incorporated 1883. Headquarters office, 347 Madison Avenue, New York City, N. Y. Telephone Vanderbilt 1200. Branch offices, Chicago, Atlanta, Denver. Chairman, James M. Speers; Treasurer, B. H. Fancher; General Secretary, John R. Mott. The Committee maintains a staff of executive and traveling secretaries for service in the interests of the Young Men's Christian Associations at home and abroad.

JOINT COMMITTEE ON METHODS OF PREVENTING DELINQUENCY—Graham Romeyn Taylor, Executive Director, 52 Vanderbilt Avenue, New York. To promote the adoption of sound methods in this field, with particular reference to psychiatric clinics, visiting teacher work, and training for these and similar services; to conduct related studies, education and publication; and to interpret the work of the Commonwealth Fund Program for the Prevention of Delinquency.

NATIONAL ALLIANCE OF LEGAL AID SOCIETIES—Officers: President, Albert F. Bigelow, 111 Devonshire Street, Boston; Secretary, John S. Bradway, 133 South 12th St., Philadelphia; Chairman of Central Committee, Leonard McGee, 239 Broadway, New York. This organization was formed in 1912 as a national association of all legal aid societies and bureaus in the United States to develop and extend legal aid work. Copies of Proceedings of convention in December, 1922, including report on relation between social service and legal aid, may be had on request.

NATIONAL BOARD OF THE YOUNG WOMEN'S CHRISTIAN ASSOCIATIONS—Mrs. Robert E. Speer, President; Miss Mabel Cratty, General Secretary, 600 Lexington Avenue, New York City. This organization maintains a staff of executive and traveling secretaries to cover work in the United States in 1,152 local Y.W.C.A.'s on behalf of the industrial, business, student, foreign born, Indian, Colored and younger girls. It has 174 American secretaries at work in 55 centers in the Orient, Latin America and Europe. The National Board also maintains a National Training School of graduate type at 135 East 52nd Street, New York City, for the professional training of its leadership. The training is given in two parts. The preliminary course consists of six weeks of lecture work (generally given in the summer session) and nine months practical experience on salary under supervision. The advanced course requires a full year of resident academic study, upon the successful completion of which a professional certificate is granted. Special emphasis is placed upon training in group work.

NATIONAL CATHOLIC WELFARE COUNCIL—1312 Massachusetts Avenue, N. W., Washington, D. C.
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National Catholic Service School for Women, 2400 Nineteenth Street, N. W., Washington, D. C.

NATIONAL CHILD LABOR COMMITTEE—Owen R. Lovejoy, secretary; 1 East 104th St., New York. Industrial, agricultural investigations. Works for improved laws and administration; children's codes. Studies health, schools, recreation, dependency, delinquency, etc. Annual membership, $2, $5, $10, $25 and $100; includes monthly bulletin, "The American Child."

NATIONAL CHILD WELFARE ASSOCIATION, INC.—Charles F. Powlison, general secretary, 70 Fifth Ave., New York. Originates and publishes exhibit material which visualizes the principles and conditions affecting the health, well being and education of children. Cooperates with educators, public health agencies, and all child welfare groups in community, city or state-wide service through exhibits, child welfare campaigns, etc.

THE NATIONAL COMMITTEE FOR MENTAL HYGIENE—Dr. Walter B. James, pres.; Dr. Frankwood E. Williams, med. dir.; Dr. Clarence J. D'Alton, executive assistant; Clifford W. Beers, sec'y.; 370 Seventh Avenue, New York City. Pamphlets on mental hygiene, nervous and mental disorders, feeble-mindedness, epilepsy, inebriety, criminology, psychiatric social service, backward children, surveys, state societies. "Mental Hygiene," quarterly, $2 a year; "Mental Hygiene Bulletin," monthly, $.25 a year.

NATIONAL CONFERENCE OF SOCIAL WORK—Grace Abbott, President, Washington, D. C.; W. H. Parker, Secretary, 25 East Ninth Street, Cincinnati, Ohio. The Conference is an organization to discuss the principles of humanitarian effort and to increase the efficiency of social service agencies. Each year it holds an annual meeting, publishes in permanent form the Proceedings of the meeting, and issues a quarterly Bulletin. The fifty-first annual meeting and Conference will be held in Toronto, Canada. Proceedings are sent free of charge to all members upon payment of a membership fee of five dollars.

NATIONAL COMMITTEE FOR THE PREVENTION OF BLINDNESS—Edward M. Van Cleve, managing director; Lewis H. Carris, field secretary; Mrs. Winifred Hathaway, secretary; 130 East 22nd St., New York. Objects: To furnish information, exhibits, lantern slides, lectures, publish literature of movement—samples free, quantities at cost. Includes New York State Committee.

NATIONAL CONSUMERS' LEAGUE—44 East 23rd St., New York. Mrs. Florence Kelley, general secretary. Promotes legislation for enlightened standards for women and minors in industry and for honest products; minimum wage commissions, eight-hour day, no night work, federal regulation food and packing industries; "honest cloth" legislation. Publications available.

NATIONAL FEDERATION OF SETTLEMENTS—Robert A. Woods, secretary; 20 Union Park, Boston. Develops broad forms of comparative study and concerted action in city, state and nation, for meeting the fundamental problems disclosed by settlement work; seeks the higher and more democratic organization of neighborhood life.

NATIONAL ORGANIZATION FOR PUBLIC HEALTH NURSING—Member, National Health Council—Anne A. Stevens, R.N., Director, 370 Seventh Ave., New York. For development and standardization of public health nursing. Maintains library and educational service. Official Magazine, "Public Health Nurse."

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THE SURVEY'S DIRECTORY

NATIONAL PHYSICAL EDUCATION SERVICE—309 Homer Building, Washington, D. C. To obtain progressive legislation for physical education. Established at the request of a committee created by the United States Bureau of Education; 35 national organizations cooperating. Maintained by the Playground and Recreation Association of America.

NATIONAL URBAN LEAGUE—For social service among Negroes. L. Hollingsworth Wood, president; Eugene Kinckle Jones, executive secretary; 127 East 23rd St., New York. Establishes committees of white and colored people to work out community problems. Trains Negro social workers. Publishes "Opportunity"—a "Journal of Negro Life."

NATIONAL WOMAN'S CHRISTIAN TEMPERANCE UNION—Anna A. Gordon, president, Headquarters, 1730 Chicago Ave., Evanston, Ill. To secure effective enforcement of the Eighteenth Amendment, to advance the welfare of the American people through the departments of Child Welfare, Women in Industry, Social Morality, Scientific Temperance Instruction, Americanization and other allied fields of endeavor. Official publication, "The Union Signal," published at Headquarters.

NATIONAL WOMEN'S TRADE UNION LEAGUE—Mrs. Raymond Robins, Honorary President; Mrs. Maud Swartz, President; 311 South Ashland Blvd., Chicago, Ill. Stands for self-government in the work shop through organization and also for the enactment of protective legislation. Information given.

PLAYGROUND AND RECREATION ASSOCIATION OF AMERICA—1 Madison Ave., New York. Joseph Lee, president; H. S. Braucher, secretary. Special attention given to organization of year-round municipal recreation systems. Information available on playground and community center activities and administration.

PROPORTIONAL REPRESENTATION LEAGUE—To secure representation for all. C. G. Hoag, secretary, 1417 Locust St., Philadelphia. Membership, $2.00, entitles to quarterly P. R. Review.

RUSSELL SAGE FOUNDATION—For the Improvement of Living Conditions—John M. Glenn, director; 130 East 22nd St., New York. Departments: Charity Organization, Child-Helping, Industrial Studies, Library, Recreation, Remedial Loans, Statistics, Surveys and Exhibits. The publications of the Russell Sage Foundation offer to the public in practical and inexpensive form some of the most important results of its work. Catalogue sent upon request.

TUSKEGEE INSTITUTE—An Institution for the training of Negro Youth; an experiment in race adjustment in the Black Belt of the South; furnishes information on all phases of the race problem and on the Tuskegee idea and methods. Robert R. Moton, principal; Warren Logan, treasurer; A. I. Holsey, acting secretary, Tuskegee, Ala.

WORKERS' EDUCATION BUREAU OF AMERICA—Spencer Miller, Jr., secretary, 465 W. 23rd St. A clearing-house for Workers' Education.

POOR as church mice, German students and university librarians are unable to secure the American reading matter for which they have an eager hunger. A young German woman who is doing social work in the United States has brought us a list of twenty German and Austrian universities which need The Survey for students in sociology and economics. We cannot afford to give away subscriptions. But we can make a special rate, including foreign postage, on each subscription paid for by an American friend of German youth. One subscription $5.00; two $9.50; three $14.25; the whole twenty $95.00. Send checks to The Survey, 112 East Nineteenth Street, New York City.

Book Reviews

(*Continued from page* 354)

foreign policy. It was really only at the end of the war and in the course of the tortuous peace negotiations that even the leaders of labor were educated somewhat to the problems of international relations. The author says: "Labor's ideals in the realm of colonial and foreign policy have been the ideals of the Victorian Little-Englanders." But, alas, we cannot agree with him in his condemnation of labor for being hostile to the setting up of protective tariff walls in India and China.

THE REAL CHINESE IN AMERICA, *by J. S. Tow. Academy Press, New York.* 168 *pp. Illustrated. Price* $1.50 *postpaid of The Survey.*

The secretary of the Chinese consulate-general in New York gives useful information about the Chinese in the United States and refutes some of the slanders on that race which are current—especially the entirely wrong notion of Chinese thought and modes of life circulated by sensational novels and films. He explains convincingly how these erroneous ideas started; his book should induce thoughtful Americans to help undo an old wrong.

THE EVOLUTION OF PUBLIC HEALTH NURSING, *by Annie M. Brainard. W. B. Saunders Co.* 454 *pp. Illustrated. Price* $3.00 *postpaid of The Survey.*

Recent announcement of the university schools of nursing at Yale and at Western Reserve—which at last place nursing on the same professional plane as law, engineering, or medicine—adds special interest to the work of Annie Brainard, lecturer on the Administration of Public Health Nursing at the latter institution, in tracing the history of the public health nurse from the days of the Roman Empire to the blue-clad representative of an American V. N. A. "In writing this story of a great movement," says Miss Brainard, "I have had constantly in mind that Public Health Nursing is no new thing, but rather the outgrowth and development of a very ancient practice." That development, changing to meet the succeeding ages, is one of the significant landmarks for all students of social frontiers.

THE TYRANNY OF POWER, *by D. Thomas Curtin. Little, Brown & Co.* 377 *pp. Price* $2.00 *postpaid of The Survey.*

A novel of the West Virginia coal fields, in which an ex-convict is employed by a coal magnate to investigate labor troubles among the miners. Though the story is written with the high color of popular fiction it embodies first-hand study of industrial and social problems in the coal fields, and also sheds some light on the struggle of a man to live down the stigma of his prison past.

THE SULU ARCHIPELAGO AND ITS PEOPLE, *by Sixto Y. Orosa, M.D. World Book Co.* 134 *pp. Illustrated. Price* $1.20 *postpaid of The Survey.*

Most of our readers probably have never heard of this group of islands or, if they have, know little about them. They are the southern Philippines, and their population is Mohammedan and very different indeed from the northerners. A movement of assimilation with the Christian peoples of the northern island groups is now under way, in the social side of which Dr. Orosa, as district health officer of Sulu, is taking an honorable part. This little book gives a compact history of the people, a description of their resources, of the American administration, the religious and cultural life and the health and educational activities on their behalf.

FACING THE CRISIS, *by Sherwood Eddy. George H. Doran Co.* 241 *pp. Paper. Price* $.50 *postpaid of The Survey.*

In these Fondren Lectures delivered at the Southern Methodist University, the leader of the Christian Student Movement endeavors to answer the questions, economic, political, religious, that have been asked him by his university audiences all over the world.

ORGANIZING THE CHURCH SCHOOL, *by Henry Frederick Cope. George H. Doran Co.* 255 *pp. Price* $1.75 *postpaid of The Survey.*

TEACHING ADOLESCENTS IN THE CHURCH SCHOOL, *by Erwin L. Shaver. George H. Doran Co.* 173 *pp. Price* $1.25 *postpaid of The Survey.*

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THE ASSOCIATED Jewish Charities of Baltimore desire an executive director. Address responses with full details to Mr. Albert D. Hutzler, 210 North Howard St., Baltimore, Maryland.

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DIRECTOR wanted in a Jewish Community Centre in New York City. Answer giving experience and references. 4516 SURVEY.

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CURRENT PAMPHLETS

Listings fifty cents a line, for four insertions; copy to remain unchanged.

FOR A LABOR PARTY, Recent Revolutionary Changes in American Politics. A Statement by the Workers Party. Workers Party of America, 799 Broadway, New York. Price 15 cents.

BIOLOGY IN THE PUBLIC PRESS. By Charles W. Finley and Otis W. Caldwell. The Lincoln School of Teachers College, 425 West 123rd St., New York.

A DESCRIPTIVE BOOKLET; outline of types of work in The Lincoln School; published by The Lincoln School of Teachers College, 425 West 123rd Street, New York.

TEN-CENT MEALS, by Florence Nesbitt. 44 pp. (10 cents). How John and Mary Live and Save on $35 a Week—a weekly budget plan (10 cents). Weekly Allowance Book (10 cents). Am. School Home Economics, 849 East 58th St., Chicago.

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Communications

(*Continued from page* 355)

seen the minimum wage map displayed in a library of the Amalgamated Clothing Workers. Women of 1923, the year-book of information about women, states that Colorado has a minimum wage law, but omits to state that it is a dead letter. That it is a dead letter is publicly admitted in Colorado. Its purpose, as stated in the statute, is the protection of women and minors. The position of women and minors in Colorado is exactly as if it had never been passed.

Isn't it time that we ceased to confuse law and fact?

KATHARINE FISHER

Chicago

Our correspondent is right and we welcome the correction. It is only fair to Colorado to add, however, that there has been genuine local interest in the law, to the extent that an effort made in 1921 to repeal it was defeated, and that Governor Sweet in his inaugural message on January 9 of this year urged that the law should now "be made effective by an appropriation sufficient for inquiry into the wages of women." So far as we are informed no such appropriation has yet been made.—EDITOR.

Why Is an Ostrich?

TO THE EDITOR: I take my typewriter in my lap just before lunch, hence on an empty stomach, to inquire, after reading your article "Why Is a Library?" of the May 15 issue, "Why Is an Ostrich?"

I'm beginning to feel sorry for the ostrich family. It seems to be deucedly unkind to make such invidious comparisons, especially when our best, and presumably honest naturalists insist that neither Mr. nor Mrs. Ostrich, hence not the babies, ever are known to attempt an escape from their troubles or dislikes in the manner of which they are so widely accused.

If it were not for the fact that my own rather long neck might lead kindly people into assuming that I harbor an ulterior motive I'd organize a Society for the Protection of the Good Name of the Struthio Camelus (in spite of Goat Feathers). But then, Ho! Hum! I suppose because the simile is pat the ostrich will continue to be the goat.

"BOGENSPUCKER"

In the Ruhr

TO THE EDITOR: My few days in the Ruhr were very illuminating though not sufficiently long to allow me to speak with any certainty about the conditions in general. Two or three things stand out in my mind. Firstly, the almost complete absence of French troops in the Ruhr area after one had passed the cordon. This applied, I think, to all the towns in the Ruhr area except Essen which is considered the center of the Ruhr industries and where evidence of the French occupation was more apparent. The food supplies in the Ruhr are quite adequate as supplies are being sent in from the rest of Germany. Prices seemed rather lower than in other parts of the country. Everywhere I went I was greatly impressed with the courage, dignity and general bearing of the German population. It would be almost impossible to imagine a population of five million people accepting the annoyances and indignities of their position with less bitterness and open hostility than is displayed by these folk who go about their business without complaint.

On the other hand I must admit that the French soldiers, though I do not feel sure about the officers, when the luggage and pass examinations were being carried out, were most anxious not to be obtrusive, and the absence of arrogance in their bearing was remarkable.

I feel that the majority of thinking Germans realize the extraordinary difficulty in which the French government has placed the French soldiers, and their attitude was mixed with a good deal of sympathy for these unfortunate men. I think the Germans with whom I talked felt that their attitude of passive resistance is bound in the long run to be successful and the French will be forced to negotiate. At the time I was there almost all the mines and cokeries were working except where the French troops were actually occupying buildings at the pit head. Large supplies of coal were accumulating at the pit head, but were not going any further.

E. ST.-JOHN CATCHPOOL

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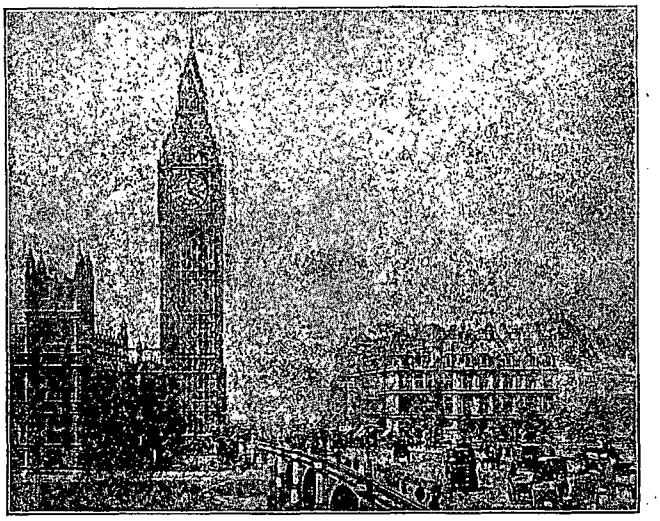

WESTMINSTER BRIDGE AND CLOCK TOWER, LONDON.

D. E. Lorenz, author of the Mediterranean Traveler and Managing Director of the Round the World Cruise, which sailed January 23, 1923, upon which there was a party of Survey readers, will have charge of all arrangements in connection with this *Summer Cruise Party.*

There will be a comprehensive, interesting program of sight-seeing, embracing visits to famous churches, galleries, etc., the entire schedule having been outlined to meet the need of educators and those who find it difficult to travel during the winter season.

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ECONOMIC PRIZES

Twentieth year

In order to arouse an interest in the study of topics relating to commerce and industry, and to stimulate those who have a college training to consider the problems of a business career, a committee composed of

Professor J. Laurence Laughlin, University of Chicago, Chairman
Professor J. B. Clark, Columbia University
President Edwin F. Gay, New York Evening Post
Hon. Theodore E. Burton, Washington, and
Professor Wesley C. Mitchell, Columbia University

has been enabled, through the generosity of Hart Schaffner & Marx of Chicago, to offer in 1924 four prizes for the best studies in the economic field.

Attention is expressly called to the rule that a competitor is not confined to topics proposed in the announcements of this committee but any other subject chosen must first be approved by it.

1 *A Survey of the World's Cotton Situation*
2 *The Theory and Practice of Ship Subsidies*
3 *The Sales Tax*
4 *The Theory and Practice of Unemployment Insurance*
5 *What Conditions Limit the Amount of Wages That Can Be Paid?*
6 *A Comparison of Business Cycles in the United States, Great Britain and Canada*

Class B includes only those who, at the time the papers are sent in, are undergraduates of any American college. Class A includes any residents of the United States or Canada, without restriction; the possession of a degree is not required of any contestant in this class, nor is any age limit set.

A First Prize of One Thousand Dollars, and
A Second Prize of Five Hundred Dollars

are offered to contestants in Class A

A First Prize of Three Hundred Dollars, and
A Second Prize of Two Hundred Dollars

are offered to contestants in Class B. The committee reserves to itself the right to award the two prizes of $1000 and $500 of Class A to undergraduates in Class B, if the merits of the papers demand it. The winner of a prize shall not receive the amount designated until he has prepared his manuscript for the printer to the satisfaction of the committee.

The ownership of the copyright of successful studies will vest in the donors, and it is expected that, without precluding the use of these papers as theses for higher degrees, they will cause them to be issued in some permanent form.

Competitors are advised that the studies should be thorough, expressed in good English, and, although not limited as to length, they should not be needlessly expanded. They should be inscribed with an assumed name, the class in which they are presented, and accompanied by a sealed envelope giving the real name and address of the competitor, together with any degrees or distinctions already obtained. No paper is eligible which shall have been printed or published in a form to disclose the identity of the author before the award shall have been made. If the competitor is in Class B, the sealed envelope should contain the name of the institution in which he is studying. The papers should be sent on or before June 1, 1924, to

J. LAURENCE LAUGHLIN, ESQ.
UNIVERSITY OF CHICAGO
CHICAGO

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